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ABSTRACT

This is the second of a two-volume briefing book that examines education issues in California from 1983 to the present. It includes summaries, findings, and recommendations from selected California education studies and reports published since 1983. The material is presented verbatim. Topics include: a summary of California's Education Summit; school-to-work transitions in high school career programs; development of the link between education and training to jobs; support for limited-English-speaking students; reform of categorical education programs; the school facilities crisis; language diversity; costs of K-12 education; school restructuring; the education of minority students; programs for students with learning disabilities; programs for low-achieving schools; school readiness; middle-school reform; and educational excellence. (LMI)

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ED 373 438

EDUCATION REFORM BRIEFING BOOK

Volume II, First Edition

Excerpts from Selected California Education Studies and Reports, 1983-Present

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EDUCATION REFORM BRIEFING BOOK

Volume II, First Edition

Excerpts from Selected California Education Studies and Reports, 1983-Present

Prepared by Kim Connor and Melinda Melendez

California Senate Office of Research
Elisabeth Kersten, Director

Edited by Rebecca LaVally
Formatted by Ginny Daley and Debra Smith

July 1994

PREFACE

This is the second volume of a two-volume Education Reform Briefing Book that looks at education issues from 1983 to the present. This volume includes summaries, findings and recommendations from selected California education studies and reports published since 1983.

The material is presented verbatim, with permission, to assist the reader in understanding California education issues from a variety of perspectives.

The first volume of this briefing book contains a modern history of education re[illegible]ns in California and a look at emerging issues for 1995.

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February 15-16, 1994
San Francisco

Summary and Conclusions

Willie L. Brown, Jr.
Speaker, California State Assembly

CONCLUSIONS AND RECOMMENDATIONS

A MESSAGE FROM ASSEMBLY SPEAKER WILLIE L. BROWN, JR.

The California Education Summit was a unique event. It provided educators, parents, policy makers, business leaders, community leaders, and the public the opportunity to learn about both the successes and the problems of California's public schools.

But those two days in San Francisco did more than simply provide information. The remarks of the presenters and panelists, as well as the many reports and recommendations from organizations and individuals that were issued concurrently with the Summit, offered dozens of ideas, solutions and recommendations for improving the largest public school system in the nation.

After reviewing the proceedings of the Summit, I would offer the following conclusions and recommendations as a working agenda for policy makers as they consider education reform in California. Ultimately, any final reform package must reflect a consensus among all affected parties, but I hope the following suggestions represent a starting point for that discussion.

The scores of presenters and panelists not only made concrete recommendations for policy changes, but their remarks also suggested several important principles to guide future legislative action:

1) California cannot afford to wait to begin making the fundamental changes necessary to improve public education. We must begin now.

2) California must be committed to a quality education for all of its children.

3) There are no "magic bullets" that will immediately transform public education: it will take time, hard work, sacrifice, and money.

4) Public schools exist first and foremost to serve the interests of students. The interests of adults associated with the school system — be they employees, parents, policy makers, or others — are secondary.

5) The goal of public education — and the basis upon which it and those associated with it should be judged — is to successfully prepare students for citizenship, employment, and fulfilling, productive lives. Successful outcomes for students are what matter.

6) Any serious reform policy must recognize the variety of conditions of children which directly affect the success of the school system's instructional mission. While these conditions are important and sometimes serious barriers to learning, they can never be excuses for inadequate instructional programs.

7) Preparing students for the work force or for further technical training should be valued as a success as much as preparing students for traditional post secondary education.

8) Any comprehensive reform effort must link additional funding to reform and reform to additional funding

Over the two-day Summit, I believe a number of themes and conclusions clearly emerged which should guide the development of any comprehensive reform of public education:

Funding

By most estimates, California under-invests in public education, both in relative and absolute terms. In addition, state control of the marginal education dollar has undermined local control over both fiscal and policy issues. Further complicating matters, California's school finance system is enormously, perhaps unnecessarily, compiex.

Goals and Accountability

The present structure of the school system neither rewards success nor penalizes persistent or dramatic failure. State laws and regulations focus predominantly on inputs — course requirements, instructional time, credential qualifications, due process, plans, etc. — rather than outputs. Some of the rule-based nature of the school system is a result of collective bargaining contracts.

However, any performance-based system needs to recognize and reflect both the variety of populations in our public schools and the conditions of children with which schools are faced. Additionally, any accountability structure must recognize that individuals and groups should only be held accountable for outcomes over which they exercise some degree of control.

Restructuring School Systems

According to many school officials, schools are overburdened with unnecessary laws and regulations that restrict their ability to successfully educate students. School systems tend to be top-down organizations where those affected by educational policy decisions are too remote from, and have little control over the decisions themselves.

However, there is little in state law that prohibits delegating much of the central office decision making and discretion to school sites, as evidenced by the many school-based decision making initiatives in place in districts throughout the state.

Teaching Profession

Teachers are undercompensated compared to other professions.

Teaching is a craft: teachers improve with experience and training. Teachers need ongoing professional development to develop their expertise. Furthermore, teaching can be an isolated profession. Teachers need time outside of class for collaboration and consultation with their peers.

Procedurally, it can be time consuming and expensive to dismiss incompetent teachers.

School Safety

Crime and violence on and around school campuses makes the instructional mission more difficult for both students and staff. It is difficult to separate campus violence from violence in the larger community. At the present time, no education agency has the responsibility to provide educational services to students who are expelled from a school district.

Technology

California schools have very little access to technology. Most schools are not even wired to accommodate state-of-the-art technology.

Technology can be of great assistance in both learning and teacher productivity. But technology acquisition and use should always be directly related to the instructional mission of the schools.

Teacher training is a critical component of any integration of technology into instruction and learning.

Workforce Preparation

According to business, many students leave high school inadequately prepared for entry level employment. For work-bound students, how well they do in school (i.e. their GPA) generally has no impact on their employment.

Education and training in California are not integrated into a coordinated system. Existing workforce preparation programs are fragmented and have an insufficient relationship to business needs.

Educating Children with Special Needs

Conditions such as poverty, abuse and neglect, and disability have a profound impact on the ability of the school system to successfully educate children. In addition, many children come to school with a primary language other than English, which presents additional challenges for our schools. Such conditions are not excuses for less than adequate instructional programs but must be taken into account in judging the success or failure of the school system.

Many of the public services necessary to address the conditions that affect children are within the jurisdiction of public agencies other than the schools. Yet, a significant portion of the education budget is actually for the provision of non-educational services such as nutrition, health, and child care. The problems resulting from lack of coordination are real and directly affect the level of services to children and families. In addition, parental involvement was widely acknowledged to be a critical factor in the education of children, especially those with special needs.

Finally, there is a compelling need to target resources and initiatives in schools and communities with large concentrations of at-risk students. African American, Asian, and Hispanic students all need English language development skills, the most capable teachers, and curriculum materials sensitive to California's diverse population.

REFORM STRATEGIES

Finally, while hundreds of specific suggestions were made by presenters and panelists, I believe the following legislative initiatives represent the kinds of structural reforms that respond to the major themes and issues raised by summit participants:

Funding and State Level Reforms

Funding

1) Adopt a policy that California will reach at least the national average expenditure per pupil by the 1999-2000 fiscal year (5 years, commencing in 1995-96).

Provide 50% of this additional funding from state sources and 50% from local sources.

Adopt a policy that this additional funding will be general purpose (non-categorical).

2) Continue the current statutory attempts to enact majority vote local revenue authority for school districts or other appropriate jurisdictions (e.g., counties).

3) In the event statutory enactment is unsuccessful, or is precluded by the courts (as in the recent Flowers decision), propose a constitutional amendment authorizing the legislature to permit school districts, or other appropriate jurisdictions, to levy general purpose taxes, including ad valorem taxes, by either a vote of the governing body or a local majority vote, as prescribed by law, provided the jurisdiction adopts the structural reform elements identifed below.

4) Adopt a multi-year, triggered tax increase(s) to provide the state's 50% based on revenues needed to fund Prop 98 plus about $100 per ADA, compared to available state revenues.

State Level Reforms

5) Create clusters of categorical programs to give greater flexibility to schools and districts in meeting local needs.

6) Move the Commission on Teacher Credentialing back to the Department of Education in order to assure that teacher training is aligned with curriculum and assessment policies. Maintain a separate rule-making commission appointed by the SPI, rather than the Governor, and indepeadent of the State Board of Education.

7) Deregulate teacher credentialing: move to a licensing system based entirely on an assessment of demonstrated teaching ability, subject matter knowledge, and professional knowledge rather than units and course requirements.

8) Reduce the paperwork and reporting requirements of local school agencies.

Technology

9) Use the PUC rate structure to finance the information exchange infrastructure for public education (K-12, UC, CSU, CCC) and to leverage additional federal technology funds.

10) Place an educational technology bond before the statewide voters.

11) Change the school construction standards to permit new school facilities to accommodate technology.

12) Require that school districts which participate in state technology funding describe how they will use technology to: improve the instruction and learning of pupils, improve teaching, or improve the management and operation of the school.

Workforce Preparation

A number of initiatives to improve workforce preparation are already moving through the legislative process at both the state and federal levels. A Summit package should embrace those initiatives that are consistent with the principles suggested by the Legislative Analyst in her recent report: (1) emphasize local control, (2) coordinate disparate funding sources, (3) emphasize content and performance rather than seat time and process, (4) reinforce the link to business.

13) Expand Partnership Academies by $15 million over the next three years under the current competitive grant process administered by the Department of Education as the primary vehicle for developing the integration of academic and vocational education.

Educating Children with Special Needs

14) Expand the Healthy Start program to better coordinate children's services on school sites.

15) Establish a statewide commission to develop a Master Plan for Children's Services.

16) Assure that all students have access to a rigorous core curriculum.

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Local Reforms

Performance-based Accountability

1) Specify that the school is the basic locus of accountability.

2) On an interim or pilot basis adopt specific outcome standards for students at certain grade levels. The standards should:

a) Use multiple measures, including but not limited to, CLAS test scores, other measures of academic achievement such as grades or portfolio assessments, work force readiness, dropout rates, advanced placement tests, and UC eligibility.

b) Be multi-dimensional, reflecting: (1) absolute performance levels, (2) performance relative to similar schools or districts, (3) improvements in performance, and (4) reduction in performance gaps among sub-populations.

c) Include both measures of pupil achievement and the performance of the school as an institution (e.g., dropout rates, attendance rates, or rates of suspensions and expulsions).

3) On an interim or pilot basis adopt specific rewards, assistance, and consequences for schools for meeting or failing to meet the standards.

Rewards should include monetary incentives for meeting or making progress toward state standards, as in the "Cash for CAP" program from SB 813.

Consequences should include assistance and intervention as prescribed in current law.

The Teaching Profession

4) Teaching should be an attractive career:

a) Make teaching a full-time, year round job.

b) Increase teacher compensation to be competitive with other professions.

c) Expand efforts to recruit qualified minority candidates into the teaching profession.

5) Teaching is a craft and requires time, professional development, and collaboration with peers to develop expertise:

a) Give all beginning teachers frequent assistance and support in at least the first two years of employment by making the New Teacher Project permanent and statewide.

b) Pay for (the currently 8) staff development days outside the regular instructional year.

c) Extend the probationary period to 3 years, but maintain some relationship between dismissal of probationary teachers and their evaluations.

d) Provide all teachers paid time during the school day for planning and collaboration with peers.

e) Create opportunities for professional career advancement for teachers to develop teacher leadership and to encourage teachers to improve their skills and remain in the teaching profession.

f) Provide training, both in-service and pre-service, for teachers and administrators to effectively assume greater school site decision making responsibilities. Also provide improved training for teachers and administrators in dealing with increasingly diverse student and parent populations.

6) As professionals, teachers should play a significant role in maintaining the quality of the teaching force:

a) Require teachers (especially mentor or board certified teachers) to participate in hiring, tenure, evaluation, and dismissal decisions for their peers.

7) Evaluation of certificated staff should be fair and meaningful:

a) Enforce the evaluation requirements of the Stull act, with sanctions on administrators or boards, if necessary.

b) Tie the Stull act "standards of expected pupil progress at each grade and in each area of study" to the statewide accountability standards adopted above, rather than local standards as currently required.

c) Tie teacher problem areas identified in Stull act (or other) evaluations to the SB 813 continuing education requirements.

d) Institute peer evaluation of principals.

8) Expand the requirement that school districts meet and confer with teachers at a school site on any issues not within the scope of collective bargaining, including but not limited to curriculum, student evaluation, instructional materials, discipline, and staff development issues.

9) Expedite due process by requiring that disputed teacher dismissals be submitted directly to speedy binding arbitration, rather than the current commission on teacher competence process.

School Site Authority

10) Require that collective bargaining agreements explicitly spell out how the staff at school sites can exempt themselves from certain contract provisions. Define the issues that are s bject to school site variation.

11) Provide incentives and training for increased effective parental involvement in local school programs, including parental involvement in school-site decision making.

School Safety

12) Reinstate the school crime report to identify where the problems are. Standardize the measurements and definitions to assure comparability among districts. Include comparable statistics for the community within which the school is located.

13) Expand conflict resolution and peer mediation type programs in the schools.

14) Provide metal detectors and police presence on and around schools, where necessary.

15) Change the expulsion law to maintain district responsibility for the education of "expelled"students. Create and fund alternative programs for problem youth. Permit districts to contract with county offices for these alternative programs.

16) Expand after school programs to keep youth busy and as safe havens. Require a formal relationship between local park and recreation districts (or county or city departments) and school districts.

SOME EDUCATION SUMMIT HOTLINE CALLERS

"MY SUGGESTION IS PRETTY SIMPLE. WE SHOULD CONCENTRATE ON THE FUNDAMENTALS, THE BASICS -- MATH, READING, WRITING, SPELLING, THAT TYPE OF THING. ESPECIALLY MATH. WITH THE WORLD GETTING SO TECHNOLOGICAL, IF STUDENTS COME OUT WITH A VERY SOLID UNDERSTANDING OF MATHEMATICS, THEN THEY CAN APPLY THAT TO A LOT OF DIFFERENT AREAS THAT REQUIRE PROBLEM-SOLVING SKILLS."

SAN FRANCISCO, CA

"I'M A SENIOR AND I THINK THAT AT THE ELEMENTARY LEVEL READING SHOULD BE STRESSED GREATLY IN THE CLASSROOM. I THINK THAT THE KIDS NEED TO READ MORE WHEN THEY ARE YOUNGER, SO THEY WILL DEVELOP A LIKING FOR READING. I FOUND IT WAS REALLY HELPFUL, FOR ME, IN HIGH SCHOOL, AND IN PREPARING FOR COLLEGE. I THINK THAT MANY KIDS DON'T UNDERSTAND HOW IMPORTANT IT IS TO START YOUNG FOR A LOT OF THINGS GROW FROM HAVING A GOOD BACKGROUND IN READING."

HUNTINGTON BEACH, CA

"AS A CHILD I GREW UP WITH CHEMISTRY SETS, ERECTOR SETS, TINKER TOYS, AND, MOST OF ALL, VISITS TO PHILADELPHIA FRANKLIN INSTITUTE. AS A RESULT OF THIS HANDS-ON PHYSICAL SCIENCE, AN UNDERSTANDING OF PHYSICS, CHEMISTRY, ELECTRICITY, ELECTRONICS, AND MATH BECAME SECOND NATURE. PLEASE CONSIDER HANDS-ON PHYSICAL SCIENCE TO BE INTRODUCED INTO THE ELEMENTARY GRADES TO CAPTURE THE NATURAL INTEREST AND ENTHUSIASM OF YOUNGSTERS BEFORE THEY CLOSE THEIR MINDS. TO BE USEFUL AND EFFECTIVE, PLEASE CONSIDER TRAINING VOLUNTEERS TO PRESENT MATERIALS SO THE TEACHER IS NOT BURDENED OR THREATENED BY THE ADDITIONAL SUBJECT MATTER."

RPD, CA

"I AM AN UNEMPLOYED AEROSPACE ENGINEER. AND I KNOW THERE'S A LOT OF UNEMPLOYED ENGINEERS AND TECHNICAL PEOPLE. HOW ABOUT OFFERING THEM TEACHING POSITIONS. PERHAPS BETTER THAN SENDING THEM COLLECTING UNEMPLOYMENT. THIS MAY HAVE BEEN SUGGESTED BEFORE, BUT I THINK IT WOULD BE A VIABLE SOLUTION TO EDUCATION."

FONTANA, CA

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LOCAL EDUCATION SUMMITS

Both before and after the California Education Summit many members of the State Legislature convened local "mini-summits" in their districts. These local and regional events brought together educators, parents, business leaders, and community members to consider the particular issues and concerns regarding public education in the various communities across California.

The following list summarizes most of the local education summits held this year:

Date	Legislative District(s)	Sponsoring Member(s)	Counties	Summary
January 20, 1994	77th AD	Tom Connolly	San Diego	Yes
January 22, 1994	35th AD	Jack O'Connell	Santa Barbara Ventura	Yes
January 27, 1994	54th AD	Betty Karnette	Los Angeles	Yes
January 27 & February 23, 1994	50th AD	Martha Escutia	Los Angeles	Yes
January 29, 1994	78th AD 77th AD 76th AD 75th AD 66th AD 39th SD 73rd AD 79th AD 36th SD	Dede Alpert Tom Connolly Mike Gotch Jan Goldsmith Ray Haynes Lucy Killea Bill Morrow Steve Peace Robert Presley	San Diego	Yes
	50th AD	Martha Escutia	Los Angeles	
January 29, 1994 February 1, 1994 February 5, 1994 February 5, 1994 February 8, 1994 February 8, 1994	25th AD	Margaret Snyder	Stanislaus Tuolumne Stanisalus Stanislaus Madera Fresno	No

Date	Legislative District(s)	Sponsoring Member(s)	Counties	Summary
February 4, 1994	35th SD 71st AD 70th AD 72nd AD 33rd SD 73rd AD 68th AD	Marian Bergeson Mickey Conroy Gil Ferguson Ross Johnson John Lewis Bill Morrow Curt Pringle	Orange	Yes
February 4, 1994	21st AD	Byron Sher	San Mateo Santa Clara	Yes
February 4, 1994	62nd AD	Joe Baca	San Bernardino	Yes
February 4, 1994	48th AD 47th AD 51st AD	Marguerite Archie-Hudson Gwen Moore Curtis Tucker	Los Angeles	Yes
February 5, 1994	58th AD	Grace Napolitano	Los Angeles	Yes
February 5 & February 10, 1994	80th AD	Julie Bornstein Riverside	Imperial	Yes
February 8, 1994	61st AD 34th SD 63rd AD 66th AD 34th AD 36th SD 17th SD 65th AD	Fred Aguiar Ruben Ayala James Brulte Ray Haynes Kathleen Honeycutt Robert Presley Don Rogers Paul Woodruff	Riverside & San Bernardino	Yes
February 10, 1994	55th AD 52nd AD	Juanita McDonald Willard Murray	Los Angeles	Yes
February 12, 1994	22nd AD	John Vasconcellos	Santa Clara	Yes

In addition, on November 15, 1993 the Senate Subcommittee on School Safety, Chaired by Theresa Hughes of the 25th S.D. held a hearing on school violence issues.

For a copy of the summary from a local education summit, please contact the sponsoring member of the Legislature or :

Local Education Summit Summaries
Office of the Speaker
State Capitol, Room 219
Sacramento, CA 95814

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Rediscovering Education

Creating Schools for the 21st Century

A Program Developed by the Teachers of California

California Teachers Association
February 1994

Rediscovering Education

Creating Schools for the 21st Century

Taking Responsibility

Teachers — members of the California Teachers Association — applauded the November 1993 defeat of Proposition 174. But CTA members did not interpret the rejection of school vouchers as a sign that voters are satisfied with the *status quo*. They couldn't: Teachers are well aware of our schools' shortcomings — and keenly aware of the reasons for them.

The problems exist despite the publication, over the past decade, of more than a dozen major "school reform" studies — and the frequent enactment of "reform" laws in the state legislature. Surveys reveal that few teachers believe any of those reports and laws have made any difference.

Teachers know why. The people who sponsored, researched, and wrote those studies were well-meaning. But they had little or no experience teaching our children and youth. Teachers were given, at most, token representation on the "reform" panels. It is as if groups of academicians, bankers, and carpenters had issued sweeping reports on changing the practice and profession of medicine — without including doctors in their discussions.

CTA Members Say 'Yes'

Just days after voters rejected the vouchers initiative, CTA's leaders issued a call to the Association's 235,000 members. It is time, they said, for the people who know the classroom best — for teachers — to tell the public *what must be done* to improve our schools and to rediscover the hope and the promise of free and universal public education.

Hearings were held in every part of the state — by CTA chapters and regional assemblies — often with contributions from parent, business, civic, community, and religious groups.

Barely ten weeks after the election, CTA's officers had received nearly 5,000 recommendations for making our schools better. The vast majority came from classroom teachers; the next largest number originated with parents.

In late January, after a review that consolidated similar proposals, CTA leaders submitted 1,792 specific recommendations to the State Council of Education, CTA's policy-making body. The Council, made up of 660 elected teacher delegates, further refined the list and referred it to CTA's officers and Board of Directors for final action.

Here then, for the first time, is a program for renewing California's schools developed by the people who actually work in our classrooms every day — by those who know what works and what doesn't.

Teachers *want* to take responsibility for the mission and the success of our public schools. They will accept that responsibility if society does its part. In *Rediscovering Education: Creating Schools for the 21st Century,* teachers define what all Californians can and must do to help make our schools the best in our nation, the best in the world.

It is time to rediscover the hope and the promise of free and universal public education

For the first time, a program developed by the people who actually work in our classrooms

nea

What Must Be Done: The Essentials

Foresight and dedication are needed to rejuvenate an education system battered by change:

- Enrollment growth has packed our classrooms to overfilling.
- Demographic changes have produced classrooms that neither "look" nor "sound" like those of a generation ago.
- Social changes — crime, drugs, the deterioration of the family — have placed new demands on the schools. They have given the schools new kinds of students to educate and have made the physical safety of students and school staff a primal concern.
- The economy is in flux; partly for that reason, fiscal support for public education has dropped well below the national average.
- New technology has created a demand that the schools teach skills that were unknown just a few years ago.

Demographic changes have produced classrooms that neither 'look' nor 'sound' like those of a generation ago

If our schools are not meeting fully the needs of our society, the reason is not that teachers are less dedicated or students less capable than those of earlier decades. It is because today's schools are not equipped to cope with the many challenges of a new social, economic, and technological age.

Students and educators must be physically safe on our schoolgrounds and in our classrooms

Five Basic Needs

Guaranteeing security, upgrading the teaching profession, providing students with help individually, ensuring mastery of the English language, and expanding the use of technology are five absolute prerequisites to improving our schools.

- If the teaching-learning environment is to improve — for any "reform" to be effective — students and educators must be physically safe on our schoolgrounds and in our classrooms.
- If we are to retain a teaching force equal to all the challenges, we must ensure that teachers — like other professionals — have both the means and the opportunity to upgrade their knowledge and skills.
- If we are to teach our diverse student population effectively — and meet the needs of each student individually — class size must be reduced significantly.
- If we are to achieve true equality of educational opportunity, schools must offer programs that guarantee every student a chance to master the English language.
- If our students are to thrive in the workplace, enabling our state's economy to compete in the global marketplace, students and teachers must have access to state-of-the-art teaching-learning technologies.

1: A Safe Environment

Investments in education will surely fail if schools are not protected against crime and violence. Forced to prepare for the worst, educators spend excessive amounts of time and energy devising procedures for guarding the security of students, staff, and property.

Further, too much of our schools' limited fiscal resources — money that should be used for instructional items, helping individual children, and maintaining quality facilities — is spent instead on combating crime and violence in our schools and their neighborhoods.

At a minimum, ensuring a safe and secure teaching-learning environment requires that:

- State and local government must assume full responsibility for providing law-enforcement services in and near our schools, just as they now furnish fire-protection services.
- Schools must be integrated into local emergency networks — and

tied into inter-agency health and safety networks — with up-to-date telecommunications systems; and *every classroom must have a telephone.*

2: The Teaching Force

American teachers have virtually no route to professional growth — apart from what they themselves can devise, alone and on their own time. Other nations do better; California can, too.

- Teachers need time during the school day not only to prepare lessons, but also to interact with — and learn from — other members of their profession.
- Teachers need opportunities to examine their own work, compare it with their colleagues', and publish the results.
- Teachers need more opportunities to design and attend in-service and other courses that will help them upgrade their skills.
- Teachers need sabbatical leaves to renew themselves and expand their knowledge.

3: Individual Help

Among the 50 states, only Utah packs more students into each of its classrooms. Unlike California, however, that state has a largely homogeneous enrollment. California needs to reduce class-size because:

- The immense diversity in California classrooms means that, without individual attention, large numbers of students will have little or no chance of succeeding in school.
- As many studies have demonstrated, next to the teacher in the classroom, no factor is more crucial to the quality of education than the size of the class

4: English Proficiency

For Californians to succeed in life, and for California to prosper, everyone who lives here must have an opportunity to master English.

- Schools need to maintain and strengthen programs that help students master English as quickly as possible while respecting their cultural and linguistic heritages.
- Schools need to expand programs that teach adults to speak, read, and write English.
- We need to ensure that teachers are trained and equipped to help students who speak little or no English.

5: Advanced Technology

Inadequate funding has long impeded the application of state-of-the-art technology in our classrooms: California today ranks 44th among the 50 states in its ratio of students to computers.

Imaginative use of technology, in this information age, can assist educators in meeting the needs of all students — enhancing not just what, how well, and how fast students learn, but also student self-esteem and interest in education.

A bold and comprehensive program to bring the advantages of technology into the classroom is fundamental to creating schools for the 21st century. At a minimum:

- All students must have access to computers and other high-tech devices that permit them to interact with — and learn from — computers and multi-media devices.
- Teachers must be trained to help students use technology in learning everything from the alphabet to the calculus.
- Teachers must have access to networks that cite the latest research into more effective ways of teaching.

As a first step toward achieving those goals, the state must provide the resources needed to obtain, maintain, and regularly upgrade the hardware and software required to employ state-of-the-art technology.

Schools must be integrated into local emergency networks ... and every classroom must have a telephone

Everyone who lives here must have an opportunity to master English

Next to the teacher in the classroom, no factor is more crucial to the quality of education than the size of the class

nea

SCHOOL TO WORK TRANSITION
Improving High School Career Programs
Legislative Analyst's Office
Elisabeth Hill, Legislative Analyst
February 1994

Executive Summary

There is considerable interest at the local, state, and federal levels in making high school programs more attuned to the needs of students who do not plan on attending college. Vocational education, which has long provided occupational skills to high school students, plays only a small role in the lives of most high school students. "School-to-work" programs are intended to strengthen high school career programs by blending academic and vocational material with the needs of employers in order to increase student academic and work skills.

School-to-work programs appear to offer schools a promising avenue for improving academic achievement, helping students find better jobs, and assisting business to develop potential employees with the skills and knowlege needed in today's work place. School-to-work programs build on previous school reform efforts to raise academic achievement, but they are designed to focus on the needs of lower-performing students—students who now may drop out of school or graduate but do not seek additional education or training.

Research has identified six elements that characterize effective school-to-work programs (see box). Counseling and integrated academic and vocational courses ensure that each student's high school program reflects his or her career goals. A focus on higher-skill occupations encourages students to pursue higher long-term academic and work goals. Work-based education gives students a chance to apply school lessons in a practical work setting.

- ☑ Early career counseling and exploration
- ☑ High-quality, integrated, academic and vocational education
- ☑ Focus on higher-skill occupations
- ☑ Work-based education
- ☑ Certification of occupational and academic skills
- ☑ Collaboration among high schools, employers, and postsecondary institutions

Certification of skills and collaboration with employers and postsecondary institutions help ensure that high school programs meet real-world needs of employers and students.

Most existing state vocational education programs do not contain the elements that are needed for effective school-to-work programs. Vocational courses are often uncoordinated with academic material and focused on entry-level employment rather than higher-level jobs. In addition, most students do not receive adequate counseling to develop a career program for themselves.

Yet, school-to-work programs are not a panacea. Little is known about the cost-effectiveness of different program models and services. In addition, many educators have only scant experience in addressing the needs of business and helping students find jobs. Furthermore, altering high school curricula to meet the needs of one group of students risks making the curricula *less* effective for other groups of students.

It appears likely that Congress will pass the proposed School-to-Work Opportunites Program, which will provide additional federal resources for developing and implementing school-to-work programs. Even if the federal program fails to pass, we believe the Legislature should act to encourage and support local efforts to create effective programs. This does not necessarily mean the creation of a new categorical program, but providing a career focus to existing programs.

In this report, we recommend the Legislature take various actions to help high schools create effective school-to-work programs (see box). The recommendations fall into three general categories. First, the Legislature should create a program structure that guides

- ☑ Create a program structure to encourage effective programs
- ☑ Make program changes to ease implementation of school-to-work programs
- ☑ Realign state activities to support local school-to-work efforts

the development of high-quality local programs. We do not require the creation of local programs but, instead, suggest a state structure that encourages effective programs.

Second, we recommend the Legislature make program changes to tailor existing programs and policies to meet the needs of high schools attempting to create school-to-work programs. Many of our recommendations center on increasing the amount of resources available to support local career programs.

Third, we recommend the Legislature require the State Department of Education to make a number of changes to increase state administrative support of local initiatives. The recommendations involve reviewing administrative structures and data requirements to ensure they are consistent with the Legislature's strategy for encouraging the development of local school-to-work programs.

Chapter 6

What Can the Legislature Do To Help Create Local School-to-Work Programs?

School-to-work programs appear to offer schools a promising avenue for improving academic achievement, helping students find better jobs, and assisting business to develop potential employees with the skills and knowledge needed in today's work place. School-to-work programs build on previous school reform efforts to raise academic achievement. These programs aim to raise the achievement of all students, with special focus on the needs of lower-performing students—students who now may drop out of school or graduate but not seek additional education or training.

Most existing state vocational education programs do not contain the program elements research indicates are needed for effective school-to-work programs. Vocational courses are often uncoordinated with academic material and focused on entry-level employment rather than higher-level jobs. In addition, most students do not receive adequate counseling to develop a career program for themselves.

Developing effective programs would take time, for school-to-work programs are in the early stages of implementation. Little is known about the cost-effectiveness of different program models and services. In addition, many educators have only scant experience in addressing the needs of business and helping students find jobs. Making career awareness a part of the education of most high school students means changing the orientation of many educators.

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It appears likely that Congress will pass the School-to-Work Opportunities Program, which provides additional federal resources for developing and implementing school-to-work programs. Even if the federal program fails to pass, we believe the Legislature should act to encourage and support local efforts to create effective career programs. This does not necessarily mean the creation of a new categorical program, but providing a career focus to existing programs. With a few changes, existing vocational programs can offer much in the way of resources and experience.

In the remainder of this chapter, we describe our recommendations regarding ways the Legislature can help high schools create effective career programs. First, the Legislature should create a program structure that guides development of high-quality local programs. Second, the Legislature should revise existing programs to meet the needs of high schools attempting to create career programs. Third, the Legislature should require the SDE to make program and administrative changes to increase support of local program initiatives. Our recommendations are summarized in Figure 8.

CREATE A PROGRAM STRUCTURE TO GUIDE LOCAL EFFORTS

We recommend enactment of legislation in advance of receiving federal development and implementation funds that creates a statewide program structure which identifies the state's goals in creating a school-to-work program but provides local flexibility over how program services are delivered.

According to the SDE, the state will receive $750,000 in federal funds in 1993-94 to develop a comprehensive statewide school-to-work program plan. Once a state plan is developed, additional federal development and implementation funds of an unknown amount may be available to both the state and school districts to carry out the state plan. We recommend that the Legislature enact a program structure that would guide school districts in planning school-to-

What Can the Legislature Do to Help Create Local School-to-Work Programs?

work programs. We are not suggesting the Legislature mandate all high schools to create school-to-work programs. That decision is best left to each district to resolve. Instead, we believe the Legislature should help guide interested districts in creating effective local programs.

Figure 8

Legislative Analyst's Office Recommendations Creating Effective School-to-Work Programs

☑ **Create a program structure to encourage effective programs**

- Maximize local control
- Clearly identify program goals
- Coordinate funding sources
- Reward schools for good performance
- Foster a learning environment

☑ **Make program changes to ease implementation of school-to-work programs**

- Transform "seat-time" standards into skill and content standards
- Revise ROC/P mission
- Develop tech-prep standards
- Maximize funding from existing programs

☑ **Realign state activities to support local school-to-work efforts**

- Reorganize the State Department of Education's internal structure
- Review the federal vocational education plan
- Ensure timely occupational information available to high school students

What Can the Legislature Do to Help Create Local School-to-Work Programs?

In our report *Reform of Categorical Education Programs: Principles and Recommendations*, we outlined five program design features common to effective programs. We believe any school-to-work program should be based on these five principles, as discussed below.

Maximize Local Control Over Program Design Whenever Possible

We recommend that legislation require schools to review the need for program components that address the six elements of successful career programs: early career counseling and exploration; high-quality, integrated curricula; a focus on high-skill occupations; work-based education; certification of skills; and collaboration with postsecondary institutions and employers. The legislation should give districts flexibility over how and when to implement the different elements during the implementation phase. We recommend the Legislature not attempt to define how each local program should be designed and operated.

Clearly Identify Program Goals

In this case, we believe the primary goal of school-to-work programs is to improve the achievement of high school students, particularly those types of students who currently do not graduate with the analytical or communication skills needed by employers. Other major goals of the program should include helping students (1) obtain jobs that pay more and provide advancement opportunities and (2) continue education or training after high school graduation.

Consolidate and Simplify Funding Sources

As Figure 7 illustrates, seven programs provide funding for the vocational education and job training needs of high school students. Consolidating these programs at the high school level, however, would require significant statutory changes (at both the state and federal levels) and institutional changes because high schools lack direct control over three of the four larger programs. We believe the state has two different options for consolidating existing resources.

What Can the Legislature Do to Help Create Local School-to-Work Programs?

The first option is to take steps to give high schools greater control over resources currently administered by ROC/Ps, the Department of Rehabilitation, and private industry councils. This would require allowing funds to pass through high schools before allocation to the various training agencies or giving high schools more voice in the decision-making process of the different programs.

The primary benefit of this option is that greater control would permit high schools to determine what mix of vocational education courses and providers best meets the needs of students. This option also could introduce an element of competition into the provision of vocational resources. The problems associated with this option are twofold. First, by reducing the authority of local training agencies, the Legislature also would risk losing the cooperation and expertise of these agencies. Second, high school administrators generally are inexperienced in dealing with these programs and may do a less competent job than current program administrators, at least in the near term.

The second option would treat existing programs and administrators as a consortium and give each provider a role in the operation of school-to-work programs. This option would coordinate resources, rather than consolidate them.

The strength of this approach is that high schools would be able to take advantage of the expertise and employer contacts developed by these agencies as well as program resources. This option also would protect these program resources against the potential desire to redirect or supplant them at a high school. The weakness of this approach is that cooperation takes a lot of time to achieve and does not always work. Agencies may resist and frustrate a high school's ability to use resources from a particular program.

In our judgment, the Legislature should begin with the second option because it would coordinate resources with the least disruption to local program operators, who can make important contributions to the development of local programs. In recommenda-

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tions discussed later in this chapter, we offer some ways to begin creating local consortia by strengthening each program's connection to high school programs. As these changes are implemented, the Legislature should monitor the performance of these consortia and the extent to which resources and support are shared. If it determines that the cooperative approach is not working, the Legislature may want to reconsider the first option.

Reward Schools for Good Performance

We envision two types of rewards. First, schools that dramatically improve the achievement of students (based on specific performance measures) should receive recognition and financial awards. Similar to the JTPA Program, these awards would be funded by setting aside a small percentage of program funds.

Second, schools and consortia of providers (if the second option is chosen) that are successful at identifying and using greater-than-average amounts of funds through existing programs also should receive financial awards. For instance, any new funding could be based, in part, on the fiscal effort made by high schools and the consortia of provider programs.

Foster a Learning Environment

The Legislature can help improve the quality of local programs in three ways.

Reasonable Implementation Period. First, any legislation creating a comprehensive school-to-work program should allow a reasonable implementation period—at least five years. Sufficient time will permit schools to learn about, plan, and implement programs that have worked elsewhere. Unrealistically short time frames result in wasted resources, less effective programs, and disillusioned teachers and students.

Technical Assistance. Second, schools need information and technical assistance to take advantage of other effective programs and to avoid

What Can the Legislature Do to Help Create Local School-to-Work Programs?

the pitfalls experienced by others. Sufficient funds for the SDE and/or county offices of education to provide technical assistance should be a part of a comprehensive reform effort.

Evaluation. Third, any legislation should include rigorous evaluation of different school-to-work models. Evaluations will provide data for long-term improvement of local programs and validate the administrative performance measures used to indicate program success. Three partnership academies in California are part of a national evaluation of this program model, for instance. Using a sophisticated evaluation design, this evaluation will provide unparalleled data on the educational and employment impacts of the academies on high school students.

Legislation should earmark state or federal funding for such evaluations. The legislation also should require the SDE to seek federal and other sources of evaluation funding that could reduce the cost to the state of the evaluations. While good evaluations may be costly, we believe they represent a long-term cost-effective use of taxpayer money.

MAKE PROGRAM CHANGES

Transform "Seat-Time" Standards Into "Skill and Content" Standards

We recommend transforming high school graduation and college admission requirements into skill- and content-based standards in order to facilitate the integration of academic and vocational curricula.

High school curricula are driven currently by two forces: state high school graduation requirements and minimum entrance requirements for the University of California (UC) and the California State University (CSU). (The UC requirements are known as the "A through F" requirements.) As we discussed above, changes in these

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requirements can result in significant curricular changes within high schools.

Graduation and college entrance requirements currently are described in terms of "seat time," or the number of years of classes students must take to satisfy the requirements. These requirements could, however, be posed in terms of skill and content standards, that is, the skills and content matter we expect graduates or college students to possess. For example, in lieu of three years of English, requirements would specify that the curriculum include writing a business letter, writing a three-page essay, reading Shakespeare, and so on.

The current seat-time requirements create a barrier to integrating academic and vocational material. The requirements promote traditionally structured courses rather than courses in which academic material is taught as part of a vocational course.

Creating skill- and content-based graduation standards rather than seat-time standards is a task that should not be too difficult to achieve. Detailed curriculum frameworks exist for every high school subject matter. Implicitly, these frameworks specify what we expect high school students to learn and can provide the basis for skill and content standards.

To transform high school graduation requirements into skill and content standards but leave college admission requirements unaffected would risk creating a two-tiered system—a seat-time system for "college-bound" students and a skill and content system for the remainder of students. A two-tier system would reduce the future options of students who did not explicitly meet college entrance requirements.

The Legislature could avoid this problem and increase the participation of college-bound students in career programs by requiring the SDE to work with the UC and the CSU on their

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admission requirements to duplicate to the extent possible the skill- and content-based high school graduation requirements.

Update the ROC/P Mission Statement

We recommend adoption of legislation updating the mission of ROC/Ps to reflect the goals of school-to-work programs.

ROC/Ps constitute a major source of vocational education courses for high school students. Indeed, in some districts, high schools are almost entirely dependent on ROC/Ps for vocational education classes. The mission of ROC/Ps is dated, however, and limits the ability of local agencies to respond to the school-to-work transition needs of high schools. For example:

- ***ROC/Ps are required to prepare students for entry-level employment.*** The school-to-work reform effort focuses on helping students achieve higher levels of academic and vocational skills. For this reason, we believe the mission of ROC/Ps should be amended to focus on the long-term academic and vocational needs of students.

- ***ROC/Ps currently must show that every vocational course meets a documented labor market demand and results in the employment of students.*** These requirements place a heavy emphasis on fulfilling *short-term* training needs of employers rather than satisfying the long-term needs of both employers and students. Reducing the emphasis on immediate employment and requiring most courses to be part of a sequence of courses (or "majors") would give ROC/Ps more flexibility to integrate academic material into courses and promote higher-level skill development.

- ***ROC/Ps are prohibited from serving ninth and tenth graders.*** This rule hinders ROC/P participation in

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academies and apprenticeships that begin during the ninth or tenth grades. This restriction should be eased for these programs.

- ***Current law does not require ROC/Ps to coordinate courses with high schools or community colleges.*** Existing law prohibits ROC/Ps from unnecessarily duplicating other manpower training programs, but is silent on the question of coordinating with other education agencies. While such coordination is moving forward in some cases through the implementation of tech-prep programs, codifying the requirement will emphasize its importance.

We envision three roles for ROC/Ps in an environment where career programs are common:

- ROC/Ps would provide some or all of the vocational education needs of occupational clusters and academy or apprenticeship programs.

- They would provide vocational education in specific occupational areas that are not part of an occupational cluster, 2+2 program, or more-rigorous academy or apprenticeship program.

- ROC/Ps would provide technical assistance and resources to high schools in creating school-to-work programs, integrating academic and vocational courses, linking with local employers, and coordinating with community colleges.

Develop Tech-Prep Standards

We recommend the Legislature direct the SDE and the Chancellor's Office of the California Community Colleges to jointly establish standards that high school, ROC/P, and community college courses

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must meet in order to facilitate local development of coordinated sequences of vocational education courses.

In tech-prep programs, high schools and ROC/Ps coordinate academic and vocational education courses with community colleges to promote student transition from high school to community college. When the coordination is complete, the colleges give college credit for high-level work done while a student is in high school.

Currently, no widely accepted standards are available to guide the local coordination process. Secondary schools must coordinate separately with each community college, state college, and university. We view this as an unnecessarily burdensome, time-consuming, and expensive process.

The development of state standards describing the minimum requirements for high school and community college course content could greatly accelerate the development of tech-prep programs across the state. Like the existing academic frameworks, these standards would not be required of schools. Instead, the standards would give high school, ROC/P, and community college educators a guideline for developing local course sequences. For example, these guidelines could identify the role of secondary and postsecondary institutions in providing sequential courses in different occupational areas, and the content of the various courses. Rather than requiring each school and college in the state to individually negotiate these sequences, state frameworks for these sequences could hasten the implementation of tech-prep programs and help ensure a minimum level of quality to the coordinated programs.

Maximize Funding From Existing Programs

We recommend adoption of legislation to enable schools to redirect existing funding for school-to-work transition programs.

While substantial amounts of funding are available through existing vocational education and job training programs, policy and practice

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often limit the amount of resources that may be available or erect barriers to the smooth coordination of resources.

We identified several instances where funds could be redirected or processes changed to obtain additional resources. Specifically, we recommend the following changes.

Create statutory limits on the percentage of ROC/P funds that may be used to support services to adults. As of 1992-93, 50 percent of these funds supported adult vocational education services. We recommend that half of the funds supporting adults, or $60 million, instead be used to support high school programs. This change would force a major change in some ROC/P operations and should be implemented over a period of years.

This recommendation also would reduce ROC/P services to adults. We view the change as returning the central mission of ROC/Ps to serving high school youth. Until the passage of SB 813, ROC/Ps' primary mission was serving high school youth. Our recommendation would establish the ratio of youth and adults served by ROC/Ps to its pre-SB 813 levels. Because ROC/Ps would serve fewer adults, this recommendation would increase the demand for adult job training that is provided by other agencies, such as community colleges, adult education, JTPA, and the Employment Development Department.

Assign a larger percentage of federal vocational education funds to secondary schools. If new federal school-to-work funds are not available to support development costs, the pace of local design and implementation of career programs would be slowed greatly. In that event, we recommend the Legislature redirect additional federal Perkins Act funds to high schools for three years. Currently, high school programs receive 47 percent of local Perkins Act funds, and adult programs (through ROC/Ps and community colleges) receive the remaining 53 percent. This split is based on a policy decision of the state Board of Education and the Community Colleges Board of Governors. By increasing the percentage going to high school

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programs to 67 percent, the Legislature could make $15 million in additional resources available each year for planning and implementing school-to-work programs. While community colleges and ROC/Ps have needs for these funds, we believe that providing planning funds needed to start school-to-work programs would have greater long-term benefits by giving high school students access to the education and training needed to get good jobs. This would be a small reduction in overall funding available to these agencies.

Mandate review of local JTPA spending plans for youth programs by school superintendents. Local JTPA funds are controlled by private industry councils (PICs). High schools and school districts have no formal role in the planning and expenditure of funds targeted for youth services. The Legislature can give school officials some leverage over the use of these funds by requiring PICs to obtain approval of each school superintendent for its plan to spend JTPA youth funds. In addition, the Legislature should require local JTPA plans to include a description of how the youth funds will support high school career programs. Together, these two changes will help increase the JTPA resources available to high school programs.

Limit partnership academy funding to providing three-year planning and startup grants. Currently, partnership academy funds provide ongoing support to 48 high school academies. These funds are used to reduce class sizes and provide needed vocational education services, mentors, etc. A number of high schools, however, have been able to operate academies without additional state subsidies. Instead, these schools depend on ROC/P, community college, and employer resources to support the additional cost of operating the academies. By phasing out permanent operating subsidies to existing academies, the Legislature could ultimately extend startup grants to 200 academies each year with existing partnership academy funding.

Refocus tenth-grade counseling to include vocational and career counseling. Under current law, tenth-grade counseling is limited primarily to ensuring that students will have sufficient high school

course credits to graduate by the end of twelfth grade. This change would explicitly allow schools to use the counseling funds for vocational and career counseling as well.

REALIGN SDE ACTIVITIES TO SUPPORT LOCAL SCHOOL-TO-WORK EFFORTS

We recommend the Legislature require the SDE to submit to the relevant fiscal and policy committees a plan for how the department intends to support school-to-work programs.

Just as school-to-work programs seek comprehensive change within high schools, the Legislature also should expect the SDE to alter its structure and programs to support local efforts. Yet, almost two years after the publication of *Second to None*, the department has done little to reorganize in support of the report's vision. Below we describe three ways the department could improve its ability to support local programs.

Reorganize the SDE's Internal Structure

The department's current organization should be reexamined to determine whether bringing together different program areas affecting high schools would increase its ability to support local school-to-work efforts. Academic and vocational interests are divided within the SDE, for instance, just as they are in high schools.

Within one branch of the department, there are three different divisions with major responsibilities for school-to-work programs: a curriculum division with responsibility over "academic" programs, a separate vocational education division, and an instructional support division containing a high school reform unit. In addition, within a second branch of the department, the Alternative Education Division is responsible for JTPA-funded programs, opportunity programs, dropout programs, and working with state agencies responsible for the collection and use of occupational information.

What Can the Legislature Do to Help Create Local School-to-Work Programs?

We believe the department should reexamine its internal structure with an eye toward creating an organization that facilitates the support of local school-to-work programs. At a minimum, the department should consider moving the Alternative Education Division into the same branch as the other divisions with major school-to-work responsibilities. Beyond that, the SDE should weigh the costs and benefits of merging portions of all four divisions into one high school reform unit. By confronting the same issues that *Second to None* asks high schools to solve, the department would be able to play a more supportive role in the reform process.

Review the Federal Vocational Education Plan

The state's plan for expenditure of the federal vocational education funds should be reviewed to ensure that it is consistent with the six elements of effective school-to-work programs. Such a review is required in any case due to recent changes in the Perkins Act that address school-to-work program goals.

Two examples are illustrative. First, these changes establish the integration of academic and vocational material as one of the act's major program goals. Second, the changes require the state to develop a system of core standards and measures, which would be used annually to assess program effectiveness. Local programs that consistently cannot meet these standards and measures must work with the appropriate state agency to develop an improvement plan. The SDE is required to monitor the effectiveness of local high school plans.

Currently, the department's implementation plan does little to stress the importance of two program components of the federal act. For instance, the state's plan includes integrating academic and vocational material only as one of 14 priorities that are contained in federal law. In addition, until recently, the SDE had not taken any steps to determine the extent to which integration was occurring locally or what barriers were preventing further integration of academic and vocational material. Yet, as discussed earlier, integrating these curricula is a central, and difficult, element of

What Can the Legislature Do to Help Create Local School-to-Work Programs?

effective career programs. We believe the state plan should stress this priority above the other federal priorities.

A similar problem exists with the state's standards and measures. We identified the following shortcomings:

- ***Data System Not Implemented.*** While the state complied with the federal requirement to develop standards and measures, the SDE did not implement the system. Some of the data required to compute the measures have never been identified or collected.

- ***Inadequate Range of Measures.*** Our review indicates that the standards and measures identified by the SDE will not adequately measure the impact of career programs. The measures ignore program impacts on subgroups of students (such as low-performing students), for instance, and concentrate only on state- or district-wide averages.

- ***Program Goals Not Specified.*** The standards and measures also do little to communicate the state's program goals. For instance, they do not provide information on the status of the six elements of effective school-to-work programs. More important, the measures do not communicate to local districts the state's interest in developing programs around these elements.

- ***No Local Monitoring.*** The state department has never monitored local performance based on any specific criteria, as required under federal law. The SDE advises that monitoring of local plans was considered a low-priority activity, due to the relatively small amount of federal support funds that are available for state-level activities.

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The federal vocational education program can provide an important tool for the state in shaping local efforts to create effective school-to-work programs. While the department has been making a good attempt at recrafting the state plan to encourage more effective program design and operation, we believe the Legislature should require the department to provide information on its progress in these two areas. This would assure that the state obtains the maximum value from the federal vocational education funds.

Ensure Timely Occupational Information Available to High School Students

The department should initiate an expanded effort to understand the occupational information needs of high school students and work with the Employment Development Department (EDD) and the California Occupational Information Coordinating Committee (COICC) to develop sources for this information. The SDE currently participates as one of the nine members on the federally mandated COICC, which is required to coordinate the development of occupational information systems for use in planning, counseling, and economic development.

Occupational information constitutes an important component of any high school career guidance effort. Currently, however, the data made available by the state do not meet many of the needs of high school students. The EDD collects occupational data through a number of state and local programs. Data on occupational demand are published periodically in the form of ten-year forecasts of employer demand for specific occupations in specific regions. The EDD also publishes state and regional unemployment statistics by industry and reports of employment prospects in specific occupations.

While the EDD data are valuable, the needs of high school students call for somewhat different information. Specifically, we have identified three areas in which EDD data do not meet the career needs of high school students:

What Can the Legislature Do to Help Create Local School-to-Work Programs?

- *Job Definitions.* While the EDD data provide long-term estimates of the demand for many occupations, they do not recognize how jobs are being affected by computerization and the changing needs of business. As students make long-term career decisions, this type of data on occupational areas would prove valuable.

- *Economic Conditions.* The EDD occupational employment projections are based on simple straight-line projections of relatively short-term employer needs. The EDD does not alter these projections to reflect expected changes in the economy that would affect demand for specific occupations. These data, too, would be valuable to high school students.

- *Adaptability for Use in School-to-Work Programs.* School-to-work programs try to focus students on long-term career decisions—that is, decisions that often require additional education or training to achieve. The EDD data are not structured around career paths; in fact, we found the data rather difficult to use when trying to compare the employment prospects for a variety of career options.

High schools need good occupational data to help high school students make good career decisions. The EDD recognizes that its data need to be modified to meet the needs of high school students. Because the EDD operates the data collection system and the COICC coordinates the various needs of state and local agencies for occupational information, we believe the SDE should work with the two agencies to improve the applicability of data available to high school students.

What Can the Legislature Do to Help Create Local School-to-Work Programs?

CONCLUSION

In this chapter, we presented our recommendations for actions the Legislature should take to help school districts create effective school-to-work programs. The recommendations revolve around three themes. First, the Legislature should create a program and planning structure that promotes the creation of effective local programs. Second, we recommend certain refinements to existing education programs in a manner consistent with school-to-work programs. These recommendations also suggest changes that can help schools maximize existing funding for career programs. Third, we recommend changes to a number of state activities that should be structured to support local school-to-work efforts. Together, these recommendations would allow the Legislature to pave the way for the development and implementation of effective local programs.

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MOBILIZING FOR COMPETITIVENESS

Linking Education and Training to Jobs

A Call for Action from
The California Business Roundtable

SUMMARY

January 1994

Prepared by BW Associates
Paul Berman, Project Director

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SUMMARY OF GOALS, STRATEGIES, AND POLICY OPTIONS

Goal 1: Create a Coherent System

Create a coherent education and training system, so that K-12 education, community colleges, the four-year education institutions, employment services, and job training programs operate under a common policy framework and provide clear pathways and transitions to high skill careers for all Californians.

Strategy 1. An Education and Economic Development Council.

Appoint an Education and Economic Development Council to develop a common policy framework that will guide education and training and link it to employment.

Policy Options

The Governor should appoint the Council; its members would include high level business, labor, education, departmental, and legislative leaders. The Council would:

- Formulate a plan that links education and training to the state's economic development, establishes a common policy framework, recommends resource allocation strategies, and proposes a shift to performance-based accountability;
- Serve as a temporary advisory body.

Strategy 2. A Legislative Master Plan.

Develop a legislative Master Plan for all education and training.

Policy Options

The Legislature should revise the Master Plan for Higher Education and extend it to include all post-10th grade schooling and employment training. The Master Plan should:

- Consider making community colleges the point of entry to higher education for most students;
- Develop a student fee policy related to actual cost of instruction;
- Strengthen education's link to economic development;

- Direct UC and CSU to develop plans for campus specialization;
- Establish a revised system of certificates and degrees for education and training after grade 10 (see Strategy 3);
- Concentrate responsibility for Adult Basic Education in a new State authority that would contract with providers (see Strategy 4).

Strategy 3. An Infrastructure of Certificates and Degrees.

Build an infrastructure of professional-technical certificates and academic degrees that provide all Californians with clear pathways to higher skill jobs.

Policy Options

Educational institutions, in conjunction with business and labor, should establish a system of certificates and degrees that provide transition ladders going from the foundation skills to advanced higher skills in different careers, including:

- Certificate of Foundation Skills, awarded for successful high school or Community Academy assessment;
- Diploma of Academic or Technical Merit, a postsecondary degree awarded in different industry or career fields after about three years of study;
- Certificate of Professional Competence, awarded in an industry or career field signifying the achievement of Journeyman level in the profession;
- Professional Master's Degree, awarded in an industry or career field signifying the achievement of Master level in the profession.

Strategy 4. Organizing Adult Basic Education.

Reorganize literacy education for adults to provide them with better learning opportunities linked to employment and postsecondary education.

Policy Options

The Legislature should establish a contracting authority for Adult Basic Education that would oversee the provision of ABE services throughout the state. All programs would be:

- Called Community Academies, regardless of deliverer;
- Provided three- to five-year contracts, renewable based on student performance;
- Required to award the Certificate of Foundation Skills for successful completion of Academy programs;
- Articulated with community colleges, guaranteeing access to higher education.

Strategy 5. Providing One-Stop Services.

Establish Workforce Transition Centers for education, training, and employment services that integrate all local, state, and federal programs and provide one-stop services for individuals.

Policy Options

The State should provide support and incentives for communities to form local Workforce Transition Centers whose key features would be:

- Grass-roots efforts with voluntary local collaboration;
- Integrated services;
- Education linked to high skill jobs and community development;
- Information moved, not people.

Goal 2: Upgrade Education and Training to World-Class Standards

Upgrade education and training to world class standards, so that all Californians obtain the core education and advanced knowledge and skills they will need for high wage jobs and employment security in California's 21st century economy.

Strategy 1. Setting Standards.

Set industry-wide skill standards benchmarked to world-class levels.

Policy Options

The business community, in conjunction with labor and education, should take the lead in establishing skill standards and certifications for careers and job clusters in major California industries. The State should facilitate this process by helping industries to:

- Establish voluntary Industry Workforce Development Consortia to set standards and establish procedures for assessment and certifications;
- Form an Industry Skill Standards and Certification Panel to oversee standards and certification.

Strategy 2. Shifting to Performance-based Accountability.

Establish performance based accountability, reduce regulations, and develop incentives for excellence for local education institutions and job training providers.

Policy Options

The Education and Economic Development Council and the Master Plan should develop policies for moving the state's education and training system from accountability based on inputs to accountability based on student performance. California should:

- Support performance-based assessments;
- Fund education on the basis of outcomes, rather than inputs;
- Eliminate unnecessarily restrictive regulations on the delivery of education and training;
- Expand the use of charter schools.

Strategy 3. Accelerating K-12 Reform.

Accelerate the reform of K-12 by committing to the goal of universal early childhood education, pursuing a paradigm shift in approaches to learning, and guaranteeing a career head start for all students.

Policy Options

1. Establish the Foundation for Learning.

The State should establish a policy of universal early childhood education. In light of limited resources, this goal must be approached in stages:

- Phase in subsidies for four-year-olds from poor families to attend public or private preschools;
- Fund only preschools accredited as meeting high ECE standards;
- Restructure K-2 into developmentally appropriate instruction.

2. Shift to an Active Learning Paradigm.

The State should encourage schools to develop active learning environments for all students and to become high-performance workplaces. The State should follow policies that:

- Establish high standards for all students;
- Shift to performance-based accountability and eliminate excessive regulations;
- Incorporate new learning technologies;
- Institutionalize staff development for continual teacher growth;
- Support, evaluate, and disseminate information about effective grass-roots educational model from SB 1274 to charter schools.

3. Guarantee a Career Headstart for All Students.

The Legislature and the Board of Education should establish the following series of requirements that set a mandatory structure for a school-to-career transition system:

- Require a Certificate of Foundation Skills for advancement;
- Provide accelerated learning opportunities for students having difficulty passing the tenth grade assessment;
- Require transition programs for every student at every high school;
- Phase in this restructuring over five years;
- Initiate Career Pathways Demonstration.

Strategy 4. Innovating at Community Colleges.

Introduce systemic innovations to enable community colleges to become more effective, productive, and efficient.

Policy Options

The community colleges should scale up effective innovations to the system level in order to enhance learning and improve productivity and efficiency. The Legislature and the community colleges should:

- Set aside a fund to support innovation;
- Introduce performance-based academic standards and assessments;
- Train college personnel in modern management practices;
- Implement distance education, year-round operations, and other high utilization facility policies;
- Strengthen the Chancellor's Office capacity to direct and coordinate systemwide changes.

Strategy 5. Integrating Technology for Learning.

Integrate technology into curriculum and instruction throughout K-12 and the community colleges.

Policy Options

Technology should be integrated into learning at all levels of the K-12 schools and community colleges. To accomplish this objective:

- The Legislature should authorize technology bonds to fund hardware purchases, fully fund the 1992 Technology Master Plan, and establish a set-aside from community college general funds;
- The K-12 system should establish the new faculty credential of Technology Specialist, channel existing and new staff development funds into technology training for teachers, and accelerate the development of a systemwide telecommunications network;
- The community colleges should greatly expand the use of distance education and of new cost-effective learning technologies, start an Institute for Technology and Distance Education, undertake major staff development for technology (including the new faculty position of Technology Specialist) and join the CSUNet.

Goal 3: Support a Business Shift to High Skills, High Wages

Strengthen high skills training for innovative workplaces that yield improved quality and productivity, enhanced employment security, and income growth for workers.

Strategy 1. Mobilizing Higher Education.

Mobilize higher education to help businesses become high-performance workplaces.

Policy Options

The Governor should mobilize higher education to play a leading role in the State's strategy to support business' shift to high skill, high wage workplaces. To do so:

- Community colleges, CSU, and UC should develop a strategic plan to collaborate in support of business' shift to high-performance organizations;
- Community colleges should help businesses identify needs, develop plans, acquire training resources, and provide organizational and employee training.

Strategy 2. Generating Resources.

Use bonds, loans, and tax incentives to create additional resources for high skills training.

Policy Options

The Legislature should authorize a range of new initiatives designed to create additional training resources without burdening the state budget. California should:

- Issue tax-exempt bonds or certificates of participation to pay for training;
- Provide low-interest loans for retraining to increase productivity and support organizational transformation;
- Provide forgivable loans to businesses that must retrain employees in order to make a transition to new forms of production;
- Provide tax incentives to businesses that invest in high skills training linked to workplace reforms or participate in approved school-to-work transition programs.

The Unfinished Journey:

Restructuring Schools in a Diverse Society

Executive Summary

A California Tomorrow Publication

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CONCLUSIONS AND RECOMMENDATIONS

Conclusions

I. School restructuring is an energetic, hopeful movement that is resulting in an increased focus by educators upon teaching and learning.

Most of the schools in this study reported broader involvement of teachers, parents and others in setting a whole school vision, excitement about possibilities for change, and higher levels of commitment to professional development and reflection on research. The schools studied tended to be optimistic sites where teachers were volunteering many extra hours because of a belief that change was possible. Restructuring appears to be a real movement for change.

II. The impact of the restructuring movement depends upon building the understanding and knowledge base of teachers in how issues of race, language and culture figure in the lives and schooling of their students. There is still an alarming widespread lack of awareness and expertise on these issues.

In the majority of schools in this research, restructuring reforms were failing to address the needs of racial, linguistic and cultural minority students. Some schools were perpetuating practices that are out of compliance with law or were eroding programs designed to meet the needs of their minority students. This appeared to be occurring primarily out of ignorance about basic principles of second language acquisition and about the role of cultural background and racism in the lives and schooling of students. The critical shortage of bilingual teachers and of teachers of the cultures and communities of the students, the lack of professional development in these areas, and the lack of expertise about the cultures and backgrounds of diverse students are major barriers to effective restructuring reforms.

III. The promise of the restructuring movement to make schools better for all diverse students is dependent upon building broadly inclusive processes. However, often missing from the table are the voices of those people most connected to the communities of the students.

In most restructuring schools, the dialogue has widened to involve a broad group of committed teachers in shaping the whole school vision and reform plan. But parents, community members, instructional aides and other support staff have not yet been a meaningful part of the change process in most schools.

IV. The involvement of parents and caregivers, while oftentimes a goal of restructuring schools, remains one of the most problematic aspects of reform efforts.

The majority of schools desire more parent involvement than they have been able to realize. Few schools had an active parent body that represented the linguistic, cultural and racial composition of the students. Varying perspectives on how, why and which parents should be involved commonly created underlying tension in restructuring. Where the school staff do

not share the backgrounds or community lives of their students, the missing presence of parents impedes the creation of appropriate reforms and programs. Yet few schools recognized this, nor did they have the supports or mechanisms that might facilitate such involvement. For the most part, these barriers are not being addressed in restructuring schools.

V. Restructuring demands new roles, skills and resources for teachers, administrators, parents and others in order to create whole school change, and to ensure a focus upon diversity.

Along with an unprecedented responsibility being assumed by teachers in running their schools, we found a profound lack of preparation and knowledge for the task. Facilitation, planning, mediation, management, curriculum development—these are just some of the skills demanded by restructuring. The skills for change require strong support and professional development to which most restructuring schools do not have access. The ability of schools to obtain such professional development for the participants in restructuring is greatly dependent on the presence or absence of a strong infrastructure of training and technical assistance in each locale, and the individual success of schools in negotiating with their districts for the time and resources to utilize these opportunities. Teachers' roles are particularly changing in restructuring schools, and their expertise, energy and involvement are key. Currently, reform is being maintained primarily by voluntary time off the backs of teachers. This is not sustainable. Those schools we found making significant progress while attempting to reduce the burden on teachers relied on supplementary funding, materials, travel and training. Most essential was the ability to pay for time for planning and the other work of restructuring, so as to prevent burn-out and bitterness.

VI. A new, but fragmented, infrastructure of professional development and technical assistance support is being created to address the needs of restructuring schools. This infrastructure must be broadened and strengthened to meet the need. And, it must build its own capacity for helping school sites address issues of equity and diversity.

Restructuring schools are increasingly relying upon the coaching, professional development and technical assistance support of universities, County Offices of Education, and reform projects. The existence of this infrastructure of support is essential, but must be greatly strengthened. The lack of a coordinated, comprehensive and high priority policy focus upon strengthening this infrastructure and making these resources available is a major barrier facing schools. Without them, schools cannot develop the capacity for reform in general, or for addressing the needs of diverse students specifically. While the state reform initiatives (SB 1274, SB 620, SB 1882, AB 1470) are having a powerful impact on the field, each has been generated from a separate set of concerns and legislative interests. While each is an important catalyst of reform, in practice school sites are implementing them as separate initiatives, resulting in a fragmentation of efforts. And, few support a focus on issues of language, culture, race, access and equity that schools urgently need.

VII. To address the basic health and mental health needs of children which affect their participation in school, some schools are building new partnerships with human services agencies. The promise of restructuring to meet diverse children's needs is dependent upon such partnerships.

A relatively small number of schools in our sample were engaged in designing school linked services in partnership with community based organizations and public health and human service agencies. These efforts are being supported through foundation and state grants encouraging such collaboration. They are, however, facing numerous challenges in working across disciplines, agency cultures, bureaucracies, and funding streams.

VIII. Reform efforts are hampered by inadequate and unstable funding and staffing.

In many schools, restructuring is about trying to do more with less. Teachers are putting in more hours while accepting pay cuts. Schools are trying to personalize instruction despite

increasing class sizes. Districts and schools already grappling with unstable and inadequate funding require additional resources from foundations and special grants for the extra work of restructuring. The reform efforts of those without any special funding are suffering. A climate of competition between schools for scarce additional resources interferes with any potential for system-wide change. Finding ways to prevent the ragged exhaustion we documented in schools, as educators put in many extra unpaid hours is critical. Restructuring efforts are unlikely to be successful or sustained resting on the powers of exhausted school staff.

IX. Private foundations and public demonstration projects are playing a crucial role in shaping the reform thrust in the field. They are, however, largely missing the opportunity to encourage a focus in restructuring schools upon equity for diverse students.

As the basic funding for schools is eroded, and as schools recognize the necessity of additional funding to support their change efforts, they are increasingly turning to private foundations for support. Funding for demonstration projects, for networking and conferences, and for technical assistance and coaching relationships has fueled the restructuring movement. These funding sources powerfully impact the content and direction chosen by schools in their reforms. Thus, we found restructuring schools strongly focusing on innovative uses of technology, developing schools in line with state curriculum frameworks and reform reports, and collaborative services. There is, however, very little support for equity-related change activities—such as innovative LEP programs, immigrant education, Afrocentric approaches, intergroup relations and school climate projects, or multicultural curriculum. Without financial resources, schools are finding it difficult to focus on an equity agenda within their restructuring.

X. One of the most hopeful aspects of the restructuring movement is that schools more than ever reflect on their practice and strive to improve their programs. While concern about student outcomes is present in most restructuring schools, very few review sub-aggregated student data or consider the experiences of groups of students of differing cultures, languages and races.

Schools are failing to consider information that will help them plan appropriate programs or assess the effectiveness of their reforms for students of different linguistic, cultural or racial groups. Only sub-aggregated data can inform teachers of the gaps in learning that need to be addressed and whether their new approaches are closing the gaps. Our findings documented both a widespread blindness to the need for such mechanisms, and a lack of attention and resources devoted to developing such capacity. We documented a resulting continuation of past practices or implementation of new practices which are contrary to the research literature (in some cases legal compliance) with regards to effective programs for racial, cultural and linguistic minority students. With a few exceptions, schools appear to be receiving very little support from district research offices, from their university partnership connections or other sources in how to design evaluative and monitoring data systems, or how to use data in informing their restructuring efforts. Without such support, schools generally do not have the expertise to incorporate data/accountability mechanisms.

XI. The school restructuring movement is generally committed to basing reforms on the research on teaching and learning. Few schools, however, are specifically informed by research about appropriate schooling for the particular student populations and communities that they serve.

Restructuring schools are, in most cases, knowledge hungry. However, there is a gap between the research that has been generated from the advocacy and research sector specifically about diversity, equity and access—and the research generated from a mainstream school reform field. In too many cases, generic mainstream school reform literature does not speak to the specific needs of cultural, linguistic and racial minority students. Communication and collaboration between these two arenas of the educational reform field are essential.

XII. System-wide reform will not be realized unless there are district and state policy mechanisms to build beyond a first generation of restructuring schools, and to adequately support schools in their change efforts.

A policy assumption behind restructuring has been that a first generation of restructuring schools might provide some models and inspire others to follow suit. The emphasis has been, then, on spawning a first generation of schools. The link between this first rung strategy and actually achieving overall school system reform is weak. Indeed, many of the schools which have more recently embarked on restructuring have relied on visits to other schools further along in the process. But our findings raise serious concerns about how the present system of voluntary individual school site change will impact upon the overall school system. We are particularly concerned about common practices we observed in school after school, in district after district—the scramble for the resources necessary in order to engage in meaningful restructuring, and the concentration of those resources in a few schools. The vast majority of schools in California are simply outside of the reform movement altogether. Expertise is developing in the field but there are few mechanisms to capture or disseminate that learning. As less and less money appears available to support new restructuring efforts, the problem of how to support new generations of restructuring schools is very great.

Recommendations

The task of restructuring schools to be appropriate for a diverse society is enormous. It cannot be done by schools alone. Each of us has a role to play. To work collaboratively toward this goal at the state, county, school-site and community levels, *The Unfinished Journey* includes among its recommendations:

That the State Legislature:

1. **Fund a second round of SB 1274 demonstration sites to allow a new generation of schools to enter the process.** This second round must strategically focus on schools that center their reform efforts around working for equitable education for racially, culturally and linguistically diverse students.

2. **Continue funding for the technical assistance components of SB 1274 and SB 620, and also fund efforts to strengthen and coordinate their capacity to infuse an understanding of racial, cultural and linguistic diversity into the field.**

3. **Pass a strong, comprehensive child-supportive state budget that recognizes the inextricable connection between basic health and human support for children and their families, and support for education.** The Legislature should request the Office of the Legislative Analyst and the Department of Finance to analyze the potential impact of any proposed budget cuts in one sector upon the demand for services from other public institutions that work with the same population of children and families. To address the complexity of needs of students requires a support infrastructure of services for children and families. This depends upon agencies with the capacity to respond to their needs. In the past decade in California, there has been a dangerous competition over scarce funds between schools and human services for children and families.

4. **Create and fund a major five-year professional development campaign with the goal of supporting mainstream teachers and administrators to develop the expertise needed to teach in a diverse society.** These skills include: knowledge of second language acquisition processes and supports for students through that process; familiarity with a wide range of materials about different cultures and historical periods to enable teachers to build inclusive curricula; approaches to creating a climate supportive of diversity; exposure to the major cultures and national backgrounds of the student population of California; and strategies for working in partnership with other children and family agencies.

5. **Establish an interdisciplinary task force to assess professional development opportunities for human services staff working with diverse families and develop a plan for ensuring all such staff receive adequate pre-service and in-service professional development opportunities.** These opportunities must help them learn skills for building on the strengths of families, adapting services to respond to the cultures and languages of families, improving access to services for cultural and linguistic minorities, working in interdisciplinary teams, and using data to inform practice. The training assessment must analyze the current level of available resources across departments and develop a plan for ensuring such opportunities could be made a part of the staff development of all human service providers. This legislation should build upon AB 1763 which called for a similar assessment but was vetoed in 1992 and carried over in committee for consideration in 1994.

6. **Establish an interagency task force to investigate the extent to which credentialling policies and practices pose barriers to hiring and involvement of staff with knowledge and expertise of diverse children and families.** Often parents or employees of community-based organizations have tremendous understanding and skills in working with children and families from their communities. However, because they may lack the appropriate credentials, schools and school-linked services projects may be prevented from hiring them or assigning them to particular responsibilities in restructuring. This task force should investigate these barriers and recommend remedies in polices and regulations.

7. **Invest in the development of a data-driven accountability system that builds upon existing data and management information systems and holds schools accountable for both high level standards and equitable student achievement and participation.** The accountability system must promote self-examination of sub-aggregated data at the school site level, and include three basic components: incentives for schools to improve their performance, technical assistance and professional development for schools engaged in good faith efforts but not sufficiently improving, and reasonable sanctions for those schools which ultimately fail to improve over prolonged periods of time.

8. **Protect the cornerstone of our free and universal public schooling system by refusing to exclude any communities of students, including undocumented immigrant children.** The role of public education to serve the public good will be eroded if some populations are marginalized and denied access to the skills and knowledge for full participation in the social, economic and political life of our society.

That the California Department of Education:

1. **Document the work of restructuring schools and make these new models and knowledge available to others through publications, videotapes, conferences and other dissemination mechanisms.**

2. **Coordinate the infrastructures of support for current state reform initiatives (SB 1274, SB 620, SB 1882 and AB 1470), the subject matter projects and state curriculum framework implementation.** These must be complementary parts of an overall reform strategy, rather than separate initiatives in competition for funding with separate governance and financing structures. They must be mandated to emphasize equity and the development of strategies for educating diverse student populations. Each must have strong connections to the California Department of Education's offices of bilingual education, school climate, monitoring and compliance, desegregation and multicultural education.

3. **Stop awarding restructuring and reform funds to school sites that do not obtain and use disaggregated data on the differential school experiences of their students by specific racial/ethnic groups, gender, and LEP status for program planning and evaluation.** Schools that do not have the capacity to collect and use such data but wish to should be given seed funds and training to create a meaningful data system. But without such data, no reform funding must proceed.

4. **Stop funding reform efforts in schools that are out of legal compliance for serving their limited English proficient students, unless addressing that major gap is a central component of the school's reform effort.**

That the County Collaboratives:

1. Work with local school districts to develop strategies for linking and coordinating human services reform with school restructuring efforts.
2. Develop strategies to ensure the participation of community based organizations with connections to racial, cultural and linguistic minority communities in the development of school-linked services efforts.
3. Help coordinate, assess and improve professional development activities for educators and human service providers to learn to work in interdisciplinary teams and to understand appropriate practice with culturally and linguistically diverse families.
4. Provide sites with technical assistance on strategies for involving parents and families, for reaching out to community based organizations, and for information sharing in the school-linked service process.

That School Districts and School Boards:

1. **Build infrastructures supporting reform and ensuring a focus on issues of equity and diversity.** Supports offered should include:
   - — A broad menu of professional development opportunities
   - — A clearinghouse of reform research, resources and models
   - — A central information base about reform efforts in the district
   - — Facilitation of networking among schools
   - — Coordination and hosting of site visits to restructuring school for visitors from within and outside of the district
   - — Grant writing support
   - — Blame free assistance in designing data systems for evaluating student participation and achievement
   - — Coordination of "coaches" and other facilitation assistance for schools
   - — Providing meeting and retreat facilities away from a school site for a school community to gather, talk and work
   - — Sponsorship of regular opportunities for cross-site support among restructuring schools, such as Principals forums and content area focused groups
   - — Strong resource personnel and legal advice about the responsibility of schools to address the specific needs of special populations of students
   - — Assistance in creating strong partnerships between schools and human service providers
2. **Develop a policy and process for involving an expanding circle of schools in restructuring, with an eye to system-wide reform.**
3. **Establish policies that support the stable tenure of principals in restructuring school sites, and allow for site based principal selection.** Strong administrative leadership at the school site supportive of the arduous task of school change is critical. Districts must back schools' efforts to foster successful and stable new working relationships among principals, teachers and communities.

4. **Enable non-citizen parents to vote in school board elections.** Non-citizen immigrant parents in Chicago and New York have won this right for representation in the decisions about the education of their children. These parents can contribute a wealth of knowledge and support for schools seeking to become more responsive to diverse students.

5. **Create time for the work of restructuring within the calendar and structure of the school year, as well as find the extra funds necessary to pay for this time.** Teachers and others must be paid for the many additional hours they are currently contributing as volunteers for systemic school change.

6. **Establish principles about how to allocate fiscal cuts when necessary so as to maintain an infrastructure to help schools fulfill their legal and educational responsibilities to special populations of students.** It is all the more important that districts protect the educational rights and access of racial, linguistic and cultural minority students where capacity at the school site in this regards is still thin, where there are shortages of teachers with training in these areas, and where public and political ambivalence on these issues runs high over issues of diversity. Funds must be allocated for both resource people and legal advisors in this infrastructure.

7. **Must not cut professional development resources.** Building school personnel's capacity for change is required for meaningful school reform and for addressing issues of access and equity.

That District Administration and Unions Working Together:

1. **Support measures that highly prioritize the recruitment, hiring and retention of teachers from the backgrounds and communities of the students.** It must be a system-wide concern and effort to close the gap between the teaching force and the student population in terms of language, cultural and ethnic/racial background.

2. **Negotiate expanded and more flexible job descriptions for teachers and administrators in restructuring schools that include more paid hours in the school year contract, and create an extended base funding level for restructuring schools.** An up to 10% extended pay and calendar should be created as individual sites see fit (for example, extended days, weeks or years). This funding must be continued for as long as a school can demonstrate that it is engaged in an inclusive, school-wide reform process that is both data connected and research driven.

3. **Provide the vision and direction for school reforms to address issues of diversity and equity.** Furthermore, because it is often very difficult for educators and community members to engage in respectful and safe dialogue about these issues, such a dialogue and focus must be mirrored and modeled at the district leadership level.

That Restructuring Schools:

1. **Develop mechanisms for school personnel to learn about who their students are, their prior schooling experiences and participation.** This is particularly important where teachers do not share a language, culture, national or racial/ethnic background with those students. There are a wide range of ways to develop this knowledge including: student writing, student panels and student interviews; utilizing the expertise of district assessment personnel for insights into the immigrant population; community hearings and surveys, and many other strategies.

2. **Highly prioritize professional development, particularly for schools that do not have credentialed bilingual or language development specialist teachers, or that do not have teachers from the communities of the students.** The gaps of knowledge and training about the educational experiences and needs of racial, ethnic, cultural and linguistic minority students must be addressed. We recommend that such training be a prerequisite for at least a majority of the restructuring committee members in every school.

3. **Study and reflect upon the research literature on the educational and social/cultural experiences of specific communities of students.** School sites must be linked to the major professional associations and clearinghouses of research on issues of education for racial, cultural and linguistic minority children. (Lists of these and the important literature are included in the appendices of this report.)

4. **Develop—prior to the adoption of new programs or initiatives—a language impact assessment as to how potential language barriers will be addressed in the new reform plan. This is critical in schools with language minority parent populations and/or LEP/NEP student populations.** To assist in this process, school sites must be able to draw upon the expertise and perspectives of community advocates, cultural liaisons, district and county consultants in bilingual education and English as a Second Language, as well as upon the members of their own school community.

5. **Hire staff from the communities of the students whenever possible.**

6. **Adopt policies and practices that ensure multiple perspectives at the formal governance and advisory levels.** Formal places must be created in school governance systems for racial, linguistic and cultural minority parents and community advocates, as well as bilingual and ethnic minority instructional assistants. Ensure that the faculty with bilingual, ESL, multicultural and intergroup relations expertise are represented on the key committees of the school.

7. **Make it a specific mandate to address the dimensions of culture, language, ethnicity and race within the mission of the school.** School sites must devote time within the planning of their mission to define the role of the school in addressing issues of equity, access and diversity and the desired outcomes for students living in a diverse society.

8. **Seek multiple mechanisms to address students' academic support needs.** This includes: homework hot-lines, before and after school tutoring services, homework centers open after school and in the evening; computer systems for students to check on their progress, advisors, student advocates; an entire school community which believes, acts upon and reinforces the importance of every child's education so that children take school seriously and will pursue what is expected of them at school.

9. **Implement formal mechanisms to ensure the participation of the parents/family/caregivers of all students—particularly those whose communications with the school are across lines of ethnicity, culture, language and national background.** To ensure this, the location and timing of school meetings and events must be flexible and accomodate the variety of parents' needs and schedules. There must be school staff with the bilingual skills to be able to speak with parents and families in their home language. They must provide translation and mediation as well as interactions via telephone, face to face meetings and printed materials.

10. Train all staff in cross-cultural communication to foster increased and effective two-way communications between the school and the home. Staff must brainstorm together about working with parents and create networks of cultural liaisons and culturally sensitive mediators.

11. **Create mechanisms to facilitate and nurture relationships among different groups of parents.** These mechanisms may include: workshops, cross community potlucks and social events, recruitment to ensure that school activities involve all sectors of the parent community, and translation support so parents can communicate with each other.

12. **Create time for joint planning, collaboration and dialogue.** In master schedules and teacher assignments, teachers must be provided with joint planning time with other teachers (by grade level, interdisciplinary team, "house" team, or whatever organizational unit makes sense given the restructuring design of the school site). In addition, the structure of the school work day, week and year must be expanded to provide occasional opportunities for school/community-wide retreats, dialogue, planning and reflection. In whatever discretionary funds might be available to the school, resources must be explicitly made available for time, facilitation and facilities for planning and dialogue.

13. **Seek the involvement of community based organizations and agencies that provide other than academic services for families. Following are strategies for forging new school-linked service partnerships:**

    a. Conduct an assessment of children and family needs and community resources. The assessment of school resources must encompass existing pupil support services such as student study teams, school social workers, the SB 65 Coordinator and others.

    b. Analyze the availability and appropriateness of services for the various ethnic and linguistic groups present in the school community.

    c. Create forums for school staff, parents and service providers to discuss how supports and resources need to be created or reconfigured, and to develop criteria for identifying students and families who would benefit most from services.

    d. Involve community based organizations that serve the students' communities and offer critical insights about how to provide culturally and linguistically appropriate services.

    e. Engage classroom teachers—not just pupil support staff and administrators—in the development of the school-linked services component.

    f. Provide time for school staff and service providers to learn about each other's skills, strengths, limitations and underlying philosophies and discuss how they can best work in partnership with each other.

    g. Make sure the various school and school-linked efforts to reach out to families are coordinated and build upon each other.

    h. Design the school-linked services component so that it is integrated with pupil support services and is linked to school restructuring decision making processes and forums.

    i. Find ways to reward service providers, teachers, administrators and parents for working collaboratively.

14. **Develop site based evaluation systems with the involvement and participation of all parts of a school community, particularly in those schools where the professional staff does not come from the communities of the students.** This dialogue must explicitly focus upon concerns about equity and take into account the very different educational goals that may be found in a racially, culturally, linguistically diverse community. Only through such a process can accountability mechanisms, indicators and goals be appropriate and useful. The dialogue and planning must also take place in an atmosphere of respect, free from retribution, rumination and blame.

15. **Develop data systems in partnership with the district as well as teachers, parent/caregivers and community voices.** All schools must have access to data about their school program which provides the following basic minimal information subaggregated by race, language and gender:

    — School completion rates

    — Attendance rates

    — Expulsion/suspension rates

    — Enrollment in A-F, Advanced Placement courses, and in GATE programs

    — LEP program compliance

    — Placement in remedial and skills classes

    — Enrollment in elective courses

    — Passage rates on high school competency and graduation tests

    — Retention rates

16. **Utilize multiple forms of student grouping through the school day, week and year, including forms of same-type groups and varying forms of cross-type groups.** Schools must be flexible in their approaches to meeting the learning needs of individual students. In keeping with a twin commitment to targeted instruction and to integration, faculty must be trained to recognize when different groupings are appropriate for students, and how to teach effectively within varied groupings.

That Private Foundations and Corporate Foundations:

1. **Consider multiple strategic demonstration projects in school restructuring related to issues of equity and diversity.** For example, support is needed for restructuring schools that have expertise in bilingual programs and second language acquisition but are still struggling to build these into strongly integrated educational and social programs for students.

2. **Support the proliferation of restructuring schools committed to an agenda of equity for their diverse students.** This can be accomplished by supporting networks and dissemination, and the creation of strategic demonstration projects in this area.

3. **Support programs aimed at leadership development for educators in restructuring schools so that they can become knowledgeable and committed to issues of diversity and equity.**

4. **Must *not* fund restructuring efforts in schools that are out of legal compliance with regard to serving their LEP students, unless addressing that major gap is a central component of their restructuring plan.** Foundations must restrict their awards to those school sites which have created disaggregated data systems to reflect and evaluate the impact of their program on students on different races, gender and LEP status.

5. **Fund the non-profit sector's important activities that support and inform the central activities of restructuring schools.** Schools rely on the non-profit sector for research, technical assistance, conferences, coaches, data collection and professional development. The outside "critical friend" role provided by non-profits provides new lenses for looking at schools, and objective facilitation. Particularly, support should be focused on those projects dealing with the issues of equity, inclusiveness and diversity.

6. **Urge and support more collaboration and coordination across non-profit projects.**

7. **Assess the connection among reforms at sites undergoing multiple reforms, and use funding to encourage sites to connect their reforms so that they build upon each other and eliminate unnecessary or duplicative governance structures.**

8. **Strengthen collaboration with other foundations and with state agencies to coordinate funding of initiatives, so as to ensure that they are not working at cross purposes, and to assess how well their combined efforts are addressing equity for diverse students.**

9. **Increase support for community based organizations to be involved in school-linked services efforts.** This includes time and training to participate in the collaborative process.

10. **Increase support for efforts designed to build the capacity of parents and community residents and advocacy groups to participate in school and district level decision making processes, and to have a voice in shaping and monitoring school restructuring.**

That Universities, Schools of Education, Credentialling and Certification Programs, and Professional Development Programs:

1. **Prepare educators for the new roles and skills that restructuring demands.** These include facilitation, planning, mediation, management, as well as the core pedagogies for teaching and learning in a diverse society. The core curriculum of teacher education programs must teach skills and approaches for working with parents and families cross-culturally and cross-lingually; solid knowledge of second language acquisition issues and the implications of bilingualism for educational programs; understanding how to collect and use input and outcome data to inform teaching and educational planning; understanding school budget processes; working collaboratively; and understanding one's own cultural, ethnic and linguistic background as a factor in one's teaching.

2. **Offer the Bilingual and Cross-Cultural, Language and Academic Development (CLAD/BCLAD) authorizations.** Given the critical shortage of trained teachers, and the devastating impact of a teaching force without the knowledge, skills or expertise to work with language and cultural minority students, it is imperative to prepare new and continuing teachers in the areas of bilingual and cross-cultural instruction.

3. **Engage in and support efforts to develop interdisciplinary preservice education for all teachers and human service providers.** Such efforts must 1) ensure that core curriculum for all disciplines include strategies for working across disciplines, working with culturally and linguistically diverse populations, and building on family strengths; 2) provide opportunities for students to do their practice in interdisciplinary programs; and 3) offer faculty opportunities to conduct cross-disciplinary research. These efforts may be modeled upon the innovative strategies currently being piloted by California State University, Fullerton and the University of Southern California.

That School Reform and School Restructuring Projects:

1. **Review their models and processes in consideration of the research on education for linguistic, cultural and racial minority students. They must collaborate with one another in demonstration project efforts to encourage, document and disseminate models that address these students' needs.**

2. **Immerse staff in the literature on effective bilingual programs and second language acquisition, and on the role of culture, race and language in children's schooling experiences, and campaign to bring that body of expertise to restructuring schools.**

3. **Convene their coaches and leaders to discuss how to ground their efforts in the research base on working with specific ethnic, cultural, racial, and linguistic minority communities.** They must provide facilitation and leadership on issues of diversity and equity.

That Educational Advocacy Organizations and Professional Associations Concerned with Diversity and Equity:

1. **Place a high priority on dialogue and dissemination of their research to restructuring schools and to the larger "mainstream" policy arena that shapes restructuring.** These groups can strongly inform and promote a focus on meeting the needs of specific language, cultural or ethnic/racial minority groups in the schools.

That Civil Rights Organizations and Community Advocacy Groups:

1. **Develop their capacity to address access and equity in education so as to vigilantly monitor these issues, and to be a resource to restructuring schools and districts that are grappling to design responsive and appropriate programs.**

That Communities as a Whole:

1. **Mount an organized defense to reaffirm the importance of a free, universal public education system for all students.** Forums and other mechanisms must be used to disseminate information that can counter the current tendencies to ignore, overlook or resist notions of access, equity and free universal schooling. Great contributions can be made by public education foundations, school volunteer organizations and local civic groups in the fight for a public investment in education and an understanding of the future stakes in that investment.

LITTLE HOOVER COMMISSION

A CHANCE TO SUCCEED: PROVIDING ENGLISH LEARNERS *with* SUPPORTIVE EDUCATION

July 1998

BEST COPY AVAILABLE

Executive Summary

California has a responsibility -- legally, morally and in its own future self-interest -- to provide an opportunity for education to all children, not just the "easy" ones who come to school with pre-school polish, involved parents and the kind of high self-esteem that makes achievement routine. But the State's record in meeting that responsibility for one-fifth of the five million students in today's classrooms is spotty at best.

Under federal law and state policy, the one million students who do not speak English fluently are supposed to be taught English as efficiently and effectively as possible. In addition, they are supposed to receive any necessary services to allow them to progress academically in other subjects, just as their English-speaking peers do. Instead, one-quarter of them receive no special services whatsoever -- not even instruction in the English language. The other three-quarters are often caught in a tug-of-war between advocates of different educational theories.

The situation was summed up cogently in a recent newspaper editorial:

> *For the better part of two decades, bilingual education programs -- in California as elsewhere -- have been as much a problem as a solution for the education of*

children who come to school speaking little or no English.

But what had begun as a well-intended and urgently necessary effort -- to provide teaching appropriate to the needs of children who had too often been neglected -- calcified into a self-serving machine that paid less and less attention to the real children it was supposed to serve. Frequently it became an ideologically based program more concerned with the intrinsic virtues of bilingualism and biculturalism -- and with keeping children indefinitely in those programs -- than with its supposed mission: getting them into the English-speaking mainstream as quickly and efficiently as possible.

Not surprisingly, the results have often been precisely opposite to what had been intended -- locking students into separate programs for years on end. And sometimes they run to the absurd: Native English speakers who, because they tested poorly and had Hispanic names, were placed in bilingual classes conducted largely in Spanish; children from Chinese and Russian families who were assigned to the program but who, since no classes in their language were available, ended up in a Spanish bilingual class.[1]

The effectiveness of California's efforts to teach English learners can be gauged by the low number of students who are reclassified as fluent English speakers, the high dropout rates, the lack of college applications and the dissatisfaction often expressed by parents, teachers and administrators. All point to a system that has failed to meet the needs of these at-risk students.

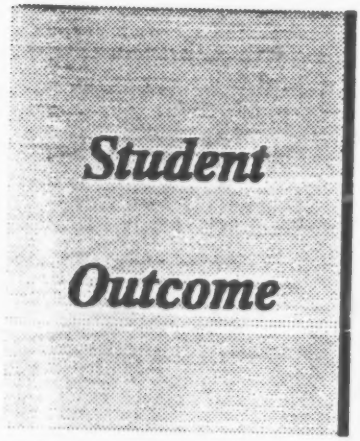
An examination of the facts surrounding the education of English learners by the Commission shows that success comes, not when some particular method is employed, but whenever dedicated individuals within the school system are able to provide the supportive atmosphere that encourages learning and achievement. That this so rarely occurs stems from an educational system that has refused to concentrate on the children themselves, rather than on ideology and bureaucracy. As a result of its study, the Commission believes the blame can be shared by:

- School districts that, in the absence of financial rewards for positive student outcomes, have failed to put together creative and innovative programs that meet local needs.

- The State Department of Education, which has failed to focus its energies and expertise on ensuring outcome accountability by devising statewide assessment tools and performance standards. Instead, it has pursued a single-minded educational strategy ill-suited for the challenge and magnitude of linguistic diversity in California.

- Teachers who have not adapted to changing conditions and who have failed to employ teaching strategies that have proven effective in building self-esteem, achievement and language proficiency.

Those who have placed the interests of the children at the center of their convictions -- rather than protecting turf or serving special interests -- know the present system must be revamped. Towards that goal, the Little Hoover Commission conducted a study of the education of English learners in California and has made the following findings and recommendations:



Finding 1: Schools are not meeting the primary goal of education for immigrant students: helping the children to become fluent in English quickly.

The education system is expected to take in young, untutored children and 12 years later turn them out as knowledgeable and skillful budding adults. While this mission is challenging enough with mainstream students, schools find it even more difficult to attain in the face of ever-increasing numbers of children who do not speak English fluently. The schools' first and primary goal with this population is to teach them English effectively and efficiently. Unfortunately, by almost any measure -- fluency transition rates, dropout statistics, college eligibility and community satisfaction -- schools are failing to meet that goal. At least one reason is the failure of schools to dedicate adequate resources to serving the needs of English learners.

Recommendation 1: **The Governor and the Legislature should enact legislation to revise the state funding mechanisms for educating English learners so that schools have an incentive to help students attain English proficiency rapidly.**

Whatever reform is adopted by the State should be targeted at encouraging quality performance by the schools and maximizing incentives for the schools to devote the needed resources to meeting the needs of English learners.

The State's Role

Finding 2: The State Department of Education's emphasis on native-language instruction is inappropriate, unwarranted, not feasible and counterproductive.

The State Department of Education favors native-language instruction as the best method for educating students who do not speak English. This bias permeates all of the Department's policies and procedures, effectively punishing schools that wish to pursue other options. The Department's support for native-language instruction is:

- Inappropriate since federal law, court cases and state policy all recognize that various methods of instruction may be effective in helping English learners become fluent.

- Unwarranted since a multiplicity of academic studies have yielded conflicting results about a single, "best" method of teaching non-English-fluent students. The one conclusion that can be drawn from studies is that a variety of approaches work depending on implementation, demographics and resources.

- Not feasible since about one-fourth of California's non-English-fluent students speak a language other than Spanish and there are relatively few bilingual teachers -- a key

element to native-language instruction -- for languages other than Spanish. In fact, teacher credentialing procedures are not available for the majority of languages spoken in California schools.

* Counterproductive since schools are required to expend energy and resources documenting the success of other options or providing plans on how native-language instruction can be achieved in the future. The Department's energy also is absorbed in enforcing native-language instruction rather than fulfilling its two primary functions of overseeing school districts: ensuring that students are progressing academically and documenting that earmarked funds are being spent to supplement the education of English learners.

Recommendation 2: **The Governor and the Legislature should enact legislation that establishes a state framework for local control of educational methods for non-English-fluent students.**

To be effective, the framework would replicate the three standards established by the federal courts to determine if a school district is making an acceptable program choice:

* The adopted method must be based on a recognized academic theory.

* The school district must dedicate a reasonable amount of resources to make the chosen method viable.

* Students must make academic progress and move toward English proficiency.

Only if a school district failed to satisfy the three criteria would the State step in with a more directive approach to meeting the needs of English learners.

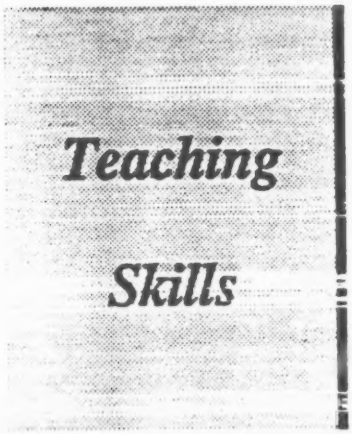
Recommendation 3: **The Governor and the Legislature should enact legislation to direct the State Department of Education to focus on holding schools accountable for student achievement rather than on directing the**

implementation of a single academic approach.

The Department needs to establish immediately a statewide protocol for academic testing for students of all languages. To accomplish this, the Department should devote its considerable energies to identifying and/or creating, if necessary, adequate assessment tools for non-English-fluent students. Once the protocol is in place, the Department should monitor student progress annually and give assistance to districts that are unable to demonstrate student achievement.

Recommendation 4: **The Governor and the Legislature should direct the Department of Education to produce a report examining funding for English learner education and documenting the supplemental use of earmarked funds.**

Understanding the role and magnitude of the present funding system is critical for ensuring accountability. Districts should be spending money allocated for English learners in a way that supplements the general funding received for those same students. In addition, it is futile to argue that more funding is needed -- as the Department, its consultants and advocates have maintained -- without being able to provide policy makers with a clear picture of what is now being spent.



Finding 3: There is a severe shortage of teachers with the expertise in language acquisition, the training in cultural diversity and the skills to enhance the classroom learning environment that are vital for meeting student needs in today's schools.

All students need to be stimulated to think, encouraged to question, and inspired to express their ideas verbally and in writing. The needs of English learners are no less in these important areas -- yet the supply of teachers who understand language acquisition theories, cultural influences on learning styles and specialized techniques to break

through language barriers is far outstripped by the demand represented by 1 million students who are not fluent in English. The state entities responsible for teacher training have responded with new programs that are making progress on solving this problem. Because a diversity of language groups is scattered throughout the State, a key element in any solution is to ensure that all teachers have at least a working knowledge of how to address the needs of English learners.

Recommendation 5: **The Governor and the Legislature should enact a resolution directing the State Department of Education and the Commission on Teacher Credentialing to focus on improving teaching techniques rather than on creating a cadre of bilingual teachers.**

Because sooner or later most of the State's teachers will find students in their class who speak no or limited English, it is important that all teachers have training in language acquisition theory, cultural diversity and techniques that enhance learning ability. The Department and the Commission on Teacher Credentialing should work together to ensure that all teachers have the tools that are needed to meet the challenge of language diversity in California's schools.

The efforts needed and goals envisioned by these recommendations are not so very extraordinary. Advocates have argued that English learners need a supportive learning environment that will enhance self-esteem, encourage respect for cultural diversity, stimulate complex thinking skills and produce knowledgeable, productive members of society. The Commission believes, however, that the same prescription for success is needed for all the State's children. And the strategies for putting such a program together are more similar than dissimilar, regardless of the language spoken when a child enters the classroom door.

The clear need is for Californians -- whether they are parents, school employees or state bureaucrats -- to focus on educational outcomes. Once society's goals for its children are clear and a system of accountability is in place, methods best suited to varying local conditions will emerge. The Commission believes the end result will be a brighter future for all of California's children.

Reform of Categorical Education Programs:

Principles and Recommendations

Legislative Analyst's Office

April 1993

Executive Summary

Categorical education programs provide $5.1 billion of General Fund support to schools and other local education agencies (LEAs) in 1992-93. This funding is funneled through at least 57 individual programs—programs that support a wide range of services, including services for students with disabilities, home-to-school transportation, vocational education, staff and curriculum development, and coordination with local health and social services agencies.

Requirements associated with the 57 individual programs limit the amount of flexibility LEAs have to design programs that meet the specific needs of local students. For example, almost half of the categorical programs require LEAs to implement programs based on a specific program model.

California's Experience With Categorical Programs

For this report, we talked to many program experts and reviewed available program evaluations and academic assessments of the effectiveness of categorical program services. From this review, we reached the following conclusions:

Categorical programs do a relatively good job at allocating resources to specific programs. Programs ensure that funds are spent on "eligible" activities usually through a combination of processes, requirements, and program rules.

Despite the extensive data collected from LEAs and the many program evaluations conducted, educators know very little about how well many programs work. Many evaluations are not evaluations as such, but operational reviews. Many programs cannot be evaluated because the program is so narrow in its focus that there is no way to accurately measure its impact on student achievement.

The few good evaluations that are available reveal, at best, a mixed record of success.

Categorical programs encourage LEAs to focus on program and process rules rather than the impact of services on student performance and other outcomes. Existing accountability mechanisms emphasize compliance with rules governing how funds are spent and the program model used to deliver services. Few programs routinely collect good outcome data. This emphasis encourages local administrators to design programs in a way that ensures compliance, rather than in a manner that maximizes the impact of services on student performance.

Program funding formulas can reward schools for behavior that is not in the best interests of students. Programs that determine LEA funding allocations based on the number of "eligible" students reward schools for identifying students who need services. These programs also penalize schools that are able to successfully address student needs by reducing funding to these schools. This type of funding structure represents one way in which fiscal incentives may conflict with the interests of students.

The current system of categorical programs promotes a fragmentation of services at the school site. This fragmentation manifests itself in schools administering each categorical program separately from other programs rather than in a coordinated or integrated fashion. This lack of coordination leads to a blurring of responsibility for improving student achievement and reduces the effectiveness of program services.

Directly funding agencies other than school districts can further fragment services and program authority. Directly funding services through Special Education Local Plan Areas (SELPAs) or Regional Occupational Centers/Programs (ROC/Ps) encourages schools to act as if addressing the problems of special education and job preparedness is not the job of each school and classroom teacher. In the case of ROC/Ps, this problem is compounded by the fact that schools

may have very little formal influence over the types of services provided by ROC/Ps. In addition, these separate organizational structures develop their own constituencies and priorities, which creates a resistance to meeting the changing needs of high school students and school districts.

PRINCIPLES OF CATEGORICAL PROGRAM REFORM

Based on our findings, we identified five principles for categorical program reform.

Maximize Local Control Whenever Possible. By increasing local flexibility over program design, schools would have more latitude to use funds to meet the needs of their students. The appropriate level of control (state, district, school site) depends on the nature of each program. Research emphasizing the role of individual schools in reform efforts suggests that funds should be made available to schools, rather than districts or other LEAs, whenever practicable.

Clearly Identify Program Goals. Goals and outcome measures can greatly influence the operation of local programs. The Legislature needs to focus on holding schools accountable through performance measures and leave decision making over the details of program design to schools and districts.

Reward Schools for Good Performance. Existing negative fiscal incentives need to be replaced with positive incentives. Research suggests that creating incentives for integration of special services into the regular classroom could lead to increases in student achievement. Eliminating the classification of "eligible" students for funding purposes would improve program incentives for LEAs.

Consolidate and Simplify Funding Structures. The Legislature should reduce program fragmentation by consolidating programs to the extent possible. Consolidation of programs, however, should never

proceed beyond the point where there are clear goals and performance measures that describe the intent of the program. Further simplifying the school finance system would help schools focus on policy and practice rather than funding.

Foster an Education Policy Environment That Learns From Its Experiences. The Legislature and LEAs need to learn how services, learning environments, and social conditions affect student achievement, both in the long and short term. This means finding outcome measures that supply feedback to administrators and policymakers about program effectiveness. Evaluation should be used to determine the effect of services and validate the accuracy of performance measures.

RECOMMENDATIONS

Based on these reform principles, we developed seven recommendations that we believe will substantially improve the effectiveness of categorical programs without altering their basic goals. We view our recommendations as the first step in a long process, however. As educators learn more about the impact of categorical services and how to measure that impact, many refinements in individual programs and in the larger system of categorical programs will naturally follow.

A New School Improvement Block Grant. We recommend creation of a school improvement block grant by consolidating 13 separate categorical programs into one grant. This grant would provide the support for school-wide improvement activities—improvements affecting all students at the school.

A School Incentives Award Program. We recommend creation of a new School Incentives Award Program to provide financial awards to schools that perform well. This program would recognize the

achievements of the state's high-achieving or quickly improving schools.

A High School "At-Risk" Block Grant. We recommend consolidation of five existing programs currently serving students at risk of dropping out of high school into one block grant for that purpose. This would free districts to use state funding to support whichever service delivery model most effectively reduces the number of students dropping out of school and helps those who have returned to school succeed.

A Program of Evaluation. We recommend establishment of a program to evaluate program models in a number of essential areas of California's K-12 education system. This would begin the process of systematically evaluating the short- and long-term impacts of categorical programs. These studies should be used primarily to gain information on the effectiveness of different types of local interventions rather than gauge the success of state "programs."

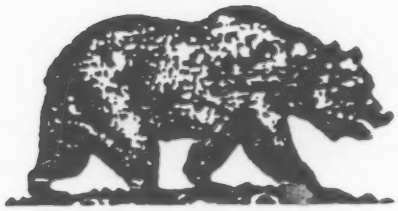
Revamp Special Education Funding. We recommend revamping the funding system for special education in order to create positive incentives for schools to integrate special education students into the mainstream classroom. This would be accomplished primarily by simplifying the existing funding structure, consolidating funding and program decisions at the district level, creating incentives for providing preventive services to nonspecial education students, and eliminating state restrictions over how services should be provided.

A New Career Training Block Grant. We recommend reformulating ROC/P funding into a vocational education block grant in order to encourage the integration of academic and vocational education and help high school graduates obtain the skills needed to find well-paying jobs.

Review the State Strategy for Education Improvement. We recommend reviewing the role of the state with an eye toward modifying

legislative and administrative procedures to conform with our recommendations to improve state categorical programs. Duties and activities of the State Department of Education should be reviewed to ensure that its role and responsibilities reenforce the emphasis on performance and outcomes. Similarly, the Legislature should focus its oversight function on setting state educational policy and holding local districts accountable for results.

CALIFORNIA'S JOBS AND FUTURE



COUNCIL ON CALIFORNIA COMPETITIVENESS

April 23, 1992

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5. EDUCATION AND TRAINING

Getting a job is a necessity, but it is not a right. A worker must be prepared for the workplace. Each person has the responsibility to acquire the knowledge and skills he or she will need in life. In turn, California must provide a public education system that will offer to all students equally the opportunity to fulfill their highest potential, to get good, high-skill jobs, and to become taxpayers. Today we spend over $28.5 billion on public education, but with dismal results. In a 1990 survey, 77 percent of California business leaders stated that the education level of job applicants is a major problem. Among the largest firms in California, 63 percent report that new applicants for entry-level positions lack a satisfactory education. Overall, only an estimated 46 percent of new job applicants demonstrate adequate basic math and verbal skills on written examinations. Pacific Bell reports that six out of ten entry-level job applicants flunk examinations geared to seventh-grade knowledge levels. The company estimates that it spends over $14 million per year on employee training to provide remedial education. While some companies may have no choice but to try to cure this problem themselves, many other companies can just go elsewhere in search of a better workforce — and they do.

The challenge for California is not an easy one. California regularly absorbs nearly 45 percent of all documented immigrants to the United States, and, presumably, an even higher percentage of the nation's undocumented immigrants. As a result, California's primary and secondary school enrollment is now approaching six million, and is expected to continue increasing at a rate of 200,000 pupils per year — a number equal to the total enrollment in the state of Idaho. By the year 2000, one in every eight children in the United States will attend California's public schools.

Today approximately one hundred languages are spoken in California schools. One in every seven pupils comes to school with no knowledge of English. Of new students entering our schools during the last five years, 92 percent are ethnic and racial minorities and 65 percent are "limited-English-proficient."

Our schools have become one of history's great social experiments — and the experiment is not a success. California is 42nd in the nation in its percentage of high school students who graduate. In 1989, over 33 percent of all California students dropped out or were held back in high school. The dropout figure is even higher for some minority youngsters. Projecting this rate over the next ten years will add 1.4 million dropouts to our population. Many of these young people will become public charges.

Our failure to date is not for lack of trying. We have increased school budgets markedly. We have introduced a host of demonstration projects and innovations such as magnet schools. Thoughtful and qualified people have studied the problems. We have even had some successes, such as the primary schools in Inglewood where principals and teachers have energetically advanced the literacy and overall performance of their inner-city students. But it is not enough, and it will not be enough for the growing school population and shrinking job market — unless more is done.

We do not necessarily need more money per child, but we do need more: more strategic planning, more accountability for results, more career choices, more intelligent use of resources, more total schooling, and more vocational training directed toward high-skill jobs.

A. More Strategic Planning

Problem:

California's public education system at the primary and secondary levels is administered and directed by the state Department of Education, the state Board of Education, the Superintendent of Public Instruction, 58 county offices of education, and 1,013 local school districts. Moreover, there are duplications among primary and secondary education authorities, community college administrators and other state-supported education agencies. This welter of overlapping and often warring administrators could not be expected to generate a comprehensive strategic plan for our schools, and it has not done so. **The first requirement for holding the system accountable for its work is to have a plan against which its achievements can be measured.**

Actions:

- Adopt as law the basic principles which the state wishes to apply in restructuring its education system. These principles must include, among others, the concepts of accountability, freedom of choice, and job-skill education that are detailed below. Before July 1, 1992, the governor and the legislature should jointly appoint an Advisory Council on Education and Training, made up of qualified people from the worlds of education, business, labor, and the professions, to advise on the nature of such principles. Once the principles are adopted, the Advisory Council should create and issue annually five- and ten-year rolling plans setting forth the educational and job training objectives of California, consistent with the basic principles. The Advisory Council should recommend restructuring the current system to meet the principles and objectives, and offer legislative proposals as necessary. The Advisory Council should regularly measure the success of California schools in meeting these objectives, and report to the public.

- The Advisory Council, in conjunction with each major state education agency, shall meet with the governor monthly and report publicly on the state of their progress with respect to achieving the goals of this report and of the five- and ten-year plans.

- As to the actions called for in this report which can be accomplished by executive action, the administration should take all such actions immediately. There is no need to delay such reforms until the Advisory

Council begins its work. The solutions to these education problems are needed urgently.

B. More Accountability

Problem:

The system is not accountable for its results — financially or educationally. The state provides almost two-thirds of the budget of each school district, but has little or no control over spending. The biggest expenditure, the collective bargaining agreement with the teachers, is negotiated by each district separately, within only the broadest state guidelines. This disconnection between the entity paying the bill and the entity committing to the amount of the bill is a classic case of how costs get out of control.

Actions:

- Implement the recommendations of the Little Hoover Commission of June 1991, concerning the tightening of accounting controls on school districts.

- Either implement statewide collective bargaining on behalf of school districts, as recommended by the Little Hoover Commission, or give school districts the right to raise discretionary funds by local ballot initiatives. Such local funds would be the source of money to which districts would have to turn for the funds they commit to pay in setting labor costs. One way or the other, make the party negotiating the labor cost be the party responsible for raising the funds.

Problem:

Educationally, the system exacts absolutely no penalty for poor performance. There is periodic student testing of basic skills under the California Assessment Program at grades 4, 5, 8, and 10, but there are no consequences for the results, bad or good. The measurements for funding and resources relate only to inputs — average daily attendance figures, numbers of buildings, numbers of teachers — not to outputs. Teachers are not paid on the basis of accomplishments, and schools are not funded on that basis. The result is the same result as in every other place where accomplishment is ignored — not enough is accomplished.

Action:

- Enhance the use of the California Assessment Program examinations and apply them to measure individual student performance as well as to publicize and, in extreme cases, apply sanctions to schools where statewide norms in basic skills are not achieved. Create a bonus pool from existing funding to reward schools that show improvements in test results as well as improvements in other important issues such as school violence and drug use. By focusing on **improvements**, the bonus pool will not benefit just the schools with the fewest problems. Simultaneously, ease the restrictive burden of the excessively detailed constraints on curricula and content of education in conjunction with the freedom of school choice discussed below. Encouraging variety in school programs and measuring the results by testing will allow parents to shop for the best public schools and force the schools to work for their state funding by improving the education they provide.

C. More Choice

Problem:

Today our society has two tiers of consumers of educational services: the affluent, who can choose among schools, public or private, for their children's education; and the rest of us, who must take what the state schools monopoly offers. This is unfair, and its natural result is an unresponsive public system. Teachers and principals adhere to a model state curriculum, and do not show the full initiative and creativity their experience and training would allow them in establishing unique educational approaches and products. Our professionals sink into distracted boredom; our students attend (or drop out of) assigned schools as though serving sentences. The market mechanism that drives our whole society is left at the schoolhouse door.

Actions:

- **Implement freedom of school choice for parents and children throughout each public school district.** Across the nation there is a rising flood of support for allowing parents and children to choose the school they will attend. It has been broadly tried, with great success, in such diverse places as Minneapolis, Minnesota, and East Harlem, New York. In California, the proliferating magnet schools are a strong step in this direction. We must go much further.

  - Empower principals, teachers, and parents to come together to set their own curricula and form their own "schools within schools" in existing school facilities. These schools must be free of most government regulations that restrict their ability to use the best ways and schedules for teaching, the best curricula, and the best reward structures.

  - Control the quality of the work of these schools by the use of the California Assessment Program tests. Publish and use these test results and surveys of school violence and drug use to help parents and children choose schools. Parents should not have to send their children to failing schools.

  - Fund these schools as is now done on the basis of their attendance levels, and out of the bonus pool, discussed above, on the basis of measured performance improvements.

- Provide transportation assistance and parent information programs to assure that real choices are available for all children and parents.

- Implement safeguards, such as some admissions by lottery, to be sure diversity standards are met among the student body.

- While implementing district public school choice, as discussed above, continue assessment and demonstration projects of broader market strategies to expand choices for children and parents, such as interdistrict public school choice, and voucher programs, which would include private schools.

D. More Intelligent Use of Resources

Problem:

School population growth is spiraling. Just to stay where we are today, California would need to build 20 classrooms a day, seven days a week, every week of the year for the next decade. This cost alone would be $30 billion. If California is to improve its facilities situation, it will have to accelerate that pace and make better use of existing facilities. Because of the state constitutional requirement of a two-thirds vote for school bonds, a minority of the public has been able to veto school construction. Over $5 billion of badly needed school construction projects are now stalled in the state Allocation Board for lack of funding. Nevertheless, only $1.9 billion in bond authority will be on the June 1992 ballot. And funding is not the only hurdle. Any school construction proposal must cross a regulatory swamp. At the state level alone, approvals are needed from the Office of Local Assistance, the Office of the State Architect, the Department of Education, and the state Fire Marshal. The approval of the Office of the State Architect typically takes one year after funding is approved and allocated. The whole saga, from identifying the need to opening the school doors, normally consumes six years. We must find better and faster ways to build more schools, and to get more use out of those we already have.

Actions:

- Amend the state constitution to require only a majority vote to authorize school bonds applicable to primary and secondary schools as well as community colleges.

- Implement the recommendations of this Council on Regulatory Streamlining, particularly with regard to school funding and construction agencies.

- Employ year-round schooling in all overcrowded districts, as Los Angeles has done, to maximize use of existing staff and facilities. Eliminating the long summer recess is good for the education of our children and lessens the social problems arising from enforced idleness.

- Mobilize California's telecommunications and computer industries to apply the latest technologies to teaching in California schools. We should lead the world in interactive computer applications. This can stretch our faculty budget toward giving pupils the benefits of a small-

class environment without all the expense of reducing class size to optimum levels.

- Much of our high technology equipment needs must be met by innovations from industry. Industry must act with an understanding of the direct connection between an educated workforce and a healthy economy. Establish voluntary partnerships between schools and businesses to develop pilot projects and demonstration programs. We must be the nation's technological leader.

E. More Total Schooling

Problem:

When we have the classrooms and teachers, we make too little use of them. Our 180-day school year is among the shortest in the western world. Our school day is short. When we have the pupils in our grasp, we should take the time to teach them.

We do not focus our instruction where it counts. The youngest children are the most educable in basic skills. Yet too many children do not enter the system until age six or seven. **English comprehension and literacy are the minimum admission tickets for a good job in this state.** Also, literacy and comprehension, in general, are fundamental components of self-esteem. But in California, in every average class of thirty high school sophomores, four pupils will not be able to speak English fluently. Our system is denying these young people an equal chance for the high-skill jobs.

Actions:

- Extend the minimum school year to 200 days. This will still trail Japan (243 days) and Germany (226 to 240 days), but it will be a strong step forward.

- Extend the minimum school day by one hour. This will further enhance education while dealing in part with the problems arising from "latchkey kids."

- Provide the opportunity for all children to have at least two years of pre-kindergarten schooling, with associated health and social services. State funds should supplement Head Start and other federal funds. Repeatedly, this has been shown to be the most valuable application of funds toward improving children's performance. Further, for a parent receiving welfare assistance, having a young child in school may give him or her the best chance to obtain gainful employment.

- Require that all pupils will be capable of reading and writing English by the end of the third grade. Test to verify this result. (For students who enter school late or who do not have continuous attendance, all schools must provide instruction to enable these students to be able to be functional in English in the shortest possible time.) If necessary, eliminate or restructure all other programs in the first three grades to

obtain this result. but obtain this result. For many children. the opportunity for two years of preschool. called for above. will make this third-grade goal achievable. We recognize the equal dignity and important contributions of all cultures and languages. but we want all our children to participate with equal opportunity in the job market and in the larger society. Once grounded in English, the students will be best able to benefit from the variety of other programs and subjects available in school commencing in the fourth grade.

F. More Career Training Directed Toward High-Skill Jobs

Problem:

Our high school students are offered a generally standardized education. There is not enough focus on work skills for those not continuing to college, and what programs we have are not matched to job availability. In the current business climate, this problem is compounded by the rapid disappearance of high-paying industrial jobs for those with only a high school diploma. Without some focused training or post-secondary education, a young person's future may only offer lower-paying service jobs.

Actions:

- Test all tenth-grade students to allow them to consider a focused career program in the eleventh and twelfth grades. Unlike some European countries, California should make participation in such programs purely voluntary.

- High schools, in partnership with business and community colleges, must develop high-quality eleventh- and twelfth-grade career programs and provide apprenticeships and other clear paths from school to work for those who choose the career program. Industry must take an active role in establishing the curricula and testing standards, and it must help finance and provide specialized facilities and faculty assistance. Industry must continually identify the areas of the economy for which trained workers are really needed. The Graphic Arts Academy at Pasadena High School, developed in conjunction with the Printing Industry Association, is a fine example of such a program.

- The high school diploma should be accompanied by appropriate certificates of qualification for those who have taken the career option and passed the industry-standard testing. Only as an industry-generated standard will these certificates become tickets to jobs.

Problem:

The state invests enormous funds in post-secondary education and adult education and training. Career education and job training programs alone cost over $3 billion annually. However, the system is uncoordinated, duplicative, and wasteful. Job-training programs particularly suffer from fragmentation, with a bewildering array of 23 separate programs (see the following table) that are undirected, over-bureaucratized, and aimed at achieving only minimum skill levels.

Actions:

- The Advisory Council on Education and Training should report to the governor by October 31, 1992, with rules for career-training programs, departments, and agencies to make education and training more cost-effective in achieving economic development. These rules should coordinate the existing training and job placement programs in the state and provide direction to support the state's economic development. We must eliminate duplication.
  - The existing State Council on Vocational Education and California Occupational Information Coordinating Committee and their budgets, totaling about $600,000, should be merged into the Advisory Council to avoid a proliferation of advisory councils.
- Establish public information centers at numerous locations around the state to provide assessment and referral services so that each worker can be guided into the appropriate career program.
- The existing Employment Training Panel (with its budget of over $60 million) must work closely with the Advisory Council on Education and Training, and provide funding to assist in developing the career programs with industry standards directed toward high-skill jobs.

PROGRAMS BY TARGET GROUP

Program	Client Groups Targeted								
	Job Ready	Dislocated Workers	Youth	Public Aid	Vets	Disabled Workers	Older Workers	Low Income	Offenders
Postsecondary Voc. Education	•	•		•		•			
Secondary Voc. Education, ROC/Ps			•			•			
Adult Education		•		•		•	•		
Job Training Partnership Act		•	•	•	•		•	•	
GAIN				•					
Vocational Rehabilitation			•	•		•			
Job Service	•	•	•	•	•	•	•		
Employment Training Panel Program	•	•							
CA. Conservation Corps			•						
Refugee Assistance Services				•					
Inmate Employment									•
Vocational Education for Inmates									•
Supported Employment			•	•		•			
Special Veterans Services					•	•			
Food Stamp Employment & Training								•	
Wagner-Payser 10% Projects			•	•		•		•	
Service Center Program				•				•	
Senior Community Employment Service							•	•	
Ward Employment			•						•
Apprenticeship Training	•								•
Job Agent Program				•				•	•
California IMPACT			•					•	
Career Opportunity Development				•		•			
TOTALS	4	5	9	12	3	9	4	7	5

SOURCE: Employment Development Department

Problem:

The lack of accepted training standards that apply across an industry is a fundamental problem in our system to prepare people for the workplace. Unlike our European and Asian competitors, which have widely accepted national training standards for most industries, California has such standards for only a few industries, and even these can vary from one location to the next. There is little consistency from one company or training agency to the next in what workers are expected to be able to perform. In many cases there are no performance standards at all. This lack of explicit expectations makes it impossible for students to plan their education, not knowing what courses are essential or what skills future jobs will require, and it makes it impossible for employers to rely on the competence of graduates from such programs. Further, there is a shift in the nature of work in California. Low-skill manufacturing jobs are leaving, and many of them will never return. Career training currently is too often directed toward yesterday's jobs, not the high-skill positions of tomorrow. Without knowing a program's record in placing its graduates, a prospective student cannot see if it is a path to success.

Actions:

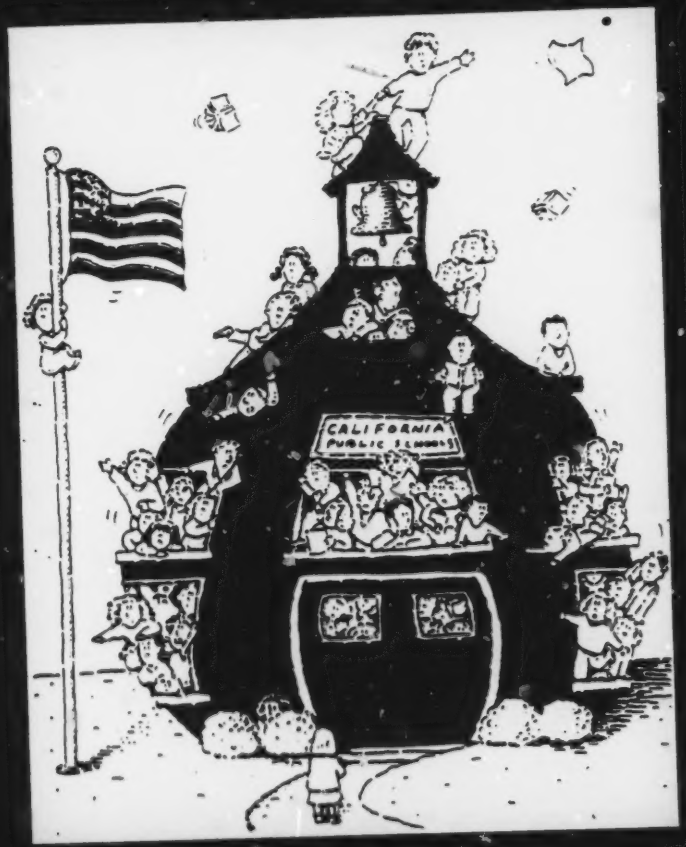
- The Advisory Council on Education and Training must propose concrete action plans by October 31, 1992, for setting clear industry-wide standards for the skills needed in high-skill, high-wage organizations. Industry skill standards, pegged to world-class levels, will determine the certification of new workers, the retraining and conversion of displaced workers, and the upgrading of the skill levels of the existing workforce. Such standards will transform education and training.

  - Establish regional joint committees containing industry and labor representatives as well as people from the local schools and community colleges to formulate curricula, assessments, and credentials based on the new high-skill standards. State educators should support business and labor to implement the action plans for setting industry-specific high-skill standards.

  - As a first priority, the Advisory Council on Education and Training must set action plans to develop career-training standards in eleven critical industries: aerospace, biotechnology, computer-based applications, energy, environmental sciences, financial services, health, international trade, printing, telecommunications, and transportation.

- **All career training programs must be evaluated annually, with particular emphasis on the percentages of graduates successfully placed in industry and their wage levels.** Such results should be published, so prospective students can choose among programs. We should not be training our workers for jobs that are not there.

LITTLE HOOVER COMMISSION



NO ROOM *for* JOHNNY

A NEW APPROACH *to the* SCHOOL FACILITIES CRISIS

June 1992

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No Room for Johnny: A New Approach to the School Facilities Crisis, Little Hoover Commission, June 1992.

Recommendations:

1. The Governor and the Legislature should modify the Leroy F. Greene State School Building Lease Purchase program to return the responsibility of funding new school facilities to the locals school districts, thereby limiting the State's financial role to ensuring equity and providing a safety net.

2. The State Department of Education should convene a task force to determine advisory (rather than prescriptive) standards for adequate, modern school facilities that can be adopted by the State in place of the current minimum standards.

3. The Governor and the Legislature should place a constitutional amendment before voters to modify the approval threshold of general obligation bonds in a manner consistent with the most cost-effective use of the bonds issued.

4. The Governor and the Legislature should create a one-stop shopping system so that school districts have a single point of contact for school facility projects.

5. the Governor and the Legislature should set workload parameters within which the State Architect could exercise independent authority to use school fees to hire retired employees to contract out for plan checking services.

6. The Governor and the Legislature should require the Office of the State Architect to convene a panel to receive input and review interpretive guidelines and operating procedures.

7. The State Architect should proceed with administrative changes to address the delays and inconsistencies he has identified in the school facilities plan check process.

8. The Governor and the Legislature should establish an inspection process that would allow a 10-year waiver for school districts to use UBC Type I and Type II buildings as classroom space when enrollment projections exceed available or expected resources to meet those projections.

9. The Governor and the Legislature should establish an inspection process that provides school districts with a permanent Field Act equivalency certificate for UBC Type I and Type II buildings that offer joint education opportunities.

10. The Governor and the Legislature should augment the inspection budget of the Office of the State Architect and give the office increased enforcement powers to deal with school structures and portables that are not in compliance with the Field Act.

11. The Governor and the Legislature should extend the existing three-year waiver to a more reasonable time frame that would allow school districts to pursue realistic plans to eliminate the need to a waiver.

12. The Governor and the Legislature should modify the Naylor Act to require full market value pricing for sale of land for the purpose of developing school facilities or, at the very least, give school districts an equal opportunity to purchase surplus land from other governmental entities at discounted prices.

13. The Governor and the Legislature should abolish unused-site penalties and requirements that discourage school districts from maximizing revenues from assets.

14. The Governor and the Legislature should direct an appropriate state body to determine the added cost to school construction of public policies that dictate the use of prevailing wage and that set goals for minority/women enterprise participation.

15. The Governor and the Legislature should enact legislation to allow students to attend school in any district when their neighborhood school is too crowded to allow them to attend.

16. The Governor and the Legislature should create a task force to examine the deferred maintenance practices and make recommendations that will place future building upkeep efforts on a sound foundation.

IT'S ELEMENTARY!

Elementary Graces Task Force Report

BILL HONIG
STATE SUPERINTENDENT OF PUBLIC INSTRUCTION
SACRAMENTO, 1992

97 110

IT'S ELEMENTARY! ELEMENTARY GRADES TASK FORCE REPORT, BILL HONIG, STATE SUPERINTENDENT OF PUBLIC INSTRUCTION, SACRAMENTO, 1992.

Recommendations:

Make a rich, meaning-centered, thinking curriculum the centerpiece of instruction for all students in all subject areas of the elementary grades.

Begin curricular reform by mastering a single subject area.

Reduce the amount of time spent on skill-based activities.

Choose depth over coverage in teaching a subject.

Schedule class work in longer blocks of time.

Team teach and specialize, especially in the upper elementary grades.

Extend the learning day with homework assignments consistent with the thinking curriculum.

Use a variety of grouping strategies.

Provide more collaborative learning opportunities.

Intervene early to prevent learning problems, especially in reading fluency.

Develop an academic support network to ensure that all students acquire important learnings the first time around.

Use categorical resources to support the thinking curriculum.

Avoid grade-level retention as an instructional strategy.

Invest shrewdly in technology to help promote the thinking curriculum.

Provide teachers access to the best thinking about curriculum and instructional practices.

Make sure that teachers have adequate scheduled time for working together in professional collaborations at the school site.

Support teacher professionalism with a classroom supply budget, secretarial help, and a well-equipped workplace.

Aggressively recruit teachers from a diversity of ethnic backgrounds.

Support new teachers.

Continue building a system of authentic, performance-based assessments that measures the full scope of the thinking curriculum.

Define a set of performance standards for the elementary years.

Assess limited-English-proficient students' performance in the home language.

Do not assign letter grades during the primary years.

Develop a unifying vision of what the school is trying to accomplish.

Use the vision of the school as a guide for action.

Bond students to their schools by making them feel part of a caring community.

Reach out to parents to solicit their active involvement in the education of their children.

Systematically upgrade school plants statewide.

Coordinate human services at the school site to ensure that the basic security needs of children are met.

Enable the local school community to take the problem-solving initiative.

Hold schools accountable for reaching agreed-on outcomes.

MEETING THE CHALLENGE OF LANGUAGE DIVERSITY

An Evaluation of Programs for Pupils with Limited Proficiency in English

VOLUME I

EXECUTIVE SUMMARY

R-119/1

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ABSTRACT

This volume summarizes the conclusions of a study funded by the California legislature to conduct a comprehensive examination of programs for limited English proficient (LEP) students. The study offers the following conclusions:

1. California public schools face a complex challenge of educating a rapidly growing number of language minority students.

2. Schools choose different models for educating their LEP students in response to their demographic conditions and resources, and then devise strategies to adapt these models to their reality.

3. Schools are developing educational and organizational innovations to address language minority issues, but they face severe resource limitations and problems in implementing their programs.

4. The cost of delivering instruction in classes for LEP students was about the same as the cost for mainstream classes, and program costs beyond the classroom were highest for ESL Pull-out and Double Immersion programs. Most funding for the cost of classes for LEP students came from district general funds; funds for supplemental (or non-direct classroom) services for LEP children came from a variety of sources, rather than from a single, or solid, base of support.

5. Most LEP students in intermediate or senior high schools may not have access to the full curriculum that would enable them to graduate.

6. California public schools do not have valid and ongoing assessments of the performance of students with limited proficiency in English. Therefore, the state and the public cannot hold schools accountable for LEP students achieving high levels of performance.

This volume recommends issues that state policy-makers should address to meet the challenge of fully educating California's language minority students. The recommendations are based on the premise that schools—with the state's active support—must develop a capacity to deal with linguistic and cultural diversity that is far greater than the resources and efforts currently associated with special programs for LEP students. Building such capacity will require a substantial investment. California schools should view language minority students as part of a diverse mainstream, not an issue separate from the more general striving for educational excellence. The following recommendations are proposed as steps to build capacity and begin incorporating the challenge of educating LEP students into the mainstream of public school policy making.

Recommendation 1: The state should establish locally-based networking to disseminate information and provide appropriate staff development about what works for LEP students under different demographic conditions.

Recommendation 2: Credentialing of all teachers, including language specialists and classroom teachers should incorporate requirements for training in assessing, understanding, and capitalizing on cultural and linguistic diversity.

Recommendation 3: Authentic and alternative assessment procedures should be developed to bring LEP students into the state's accountability structure and to enable teachers to better diagnose the needs of LEP students.

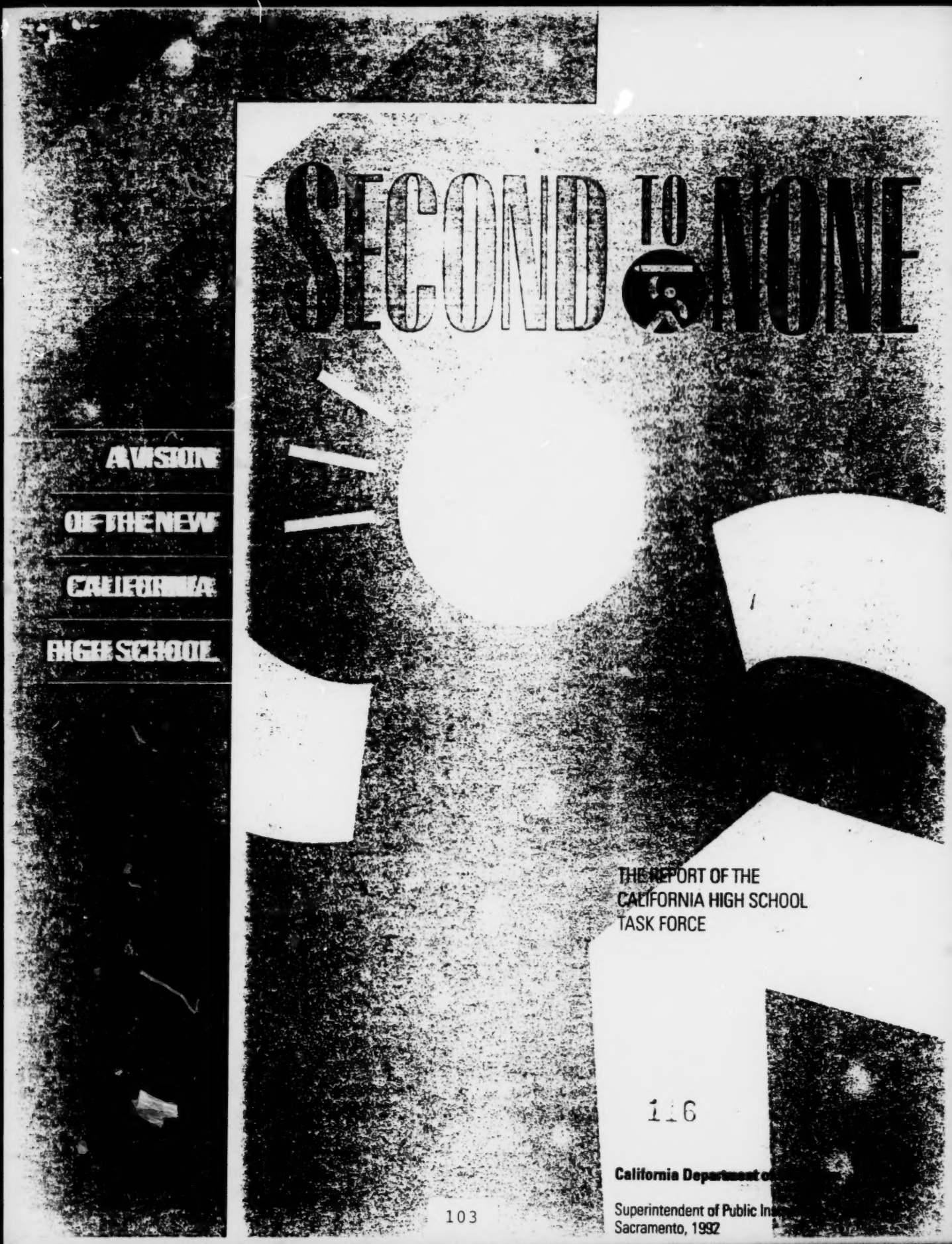
Recommendation 4: The state should place a high priority on providing appropriate preschool for LEP children.

Recommendation 5: The state should increase its investment in providing resources for materials for language minority students at both the elementary and secondary levels.

Recommendation 6: The California Department of Education should bring practitioners and researchers together to advance the state-of-the-art of providing effective educational programs and services for LEP students at the secondary level.

Recommendation 7: The legislature should promote systemic reform of schools having high percentages of LEP students by providing supplemental funding for SB 1274, the restructuring demonstration program.

Recommendation 8: The Legislature should increase the level of state funding, and review the current funding mechanisms, for programs and services for LEP students.



THE REPORT OF THE
CALIFORNIA HIGH SCHOOL
TASK FORCE

1.6

California Department o

Superintendent of Public In
Sacramento, 1992

SECOND TO NONE, A VISION OF THE NEW CALIFORNIA HIGH SCHOOL, THE REPORT OF THE CALIFORNIA HIGH SCHOOL TASK FORCE, CALIFORNIA STATE DEPARTMENT OF EDUCATION, 1992.

Vision of the New California High School

Creating Curricular Paths to Success.

- Every student participates in the academic foundation
  - A new curriculum is developed
  - Teachers and students work in clusters to support student learning
- Program majors lead to postsecondary options
  - Students make choices
  - More students than ever before have advanced learning opportunities
  - Program majors keep options open
- Every student has a plan

Developing powerful teaching and learning.

- Teachers are effective coaches
- Students collaborate as active learners
- Instructional materials and technology are better utilized

Establishing a comprehensive accountability and assessment system.

- Schools continuously assess student progress
- Student assessment is outcome-based
- Schools compile graduation portfolios
- The California Department of Education and schools set targets
- The administration supports assessment activities

Providing comprehensive support for all students, including language-minority students and those at risk of failure.

- Student support is an intrinsic part of the school
- Students receive individual attention
- The school is part of a network of community services
- Academic support connects to the regular program
- The high school is responsible for students' success
- Stronger student assessment is crucial
- Carefully designed "enabler" courses help students
  - Gain key skills and knowledge
- A quality curriculum and support are provided for language-minority students
- The high school community provides extra instructional time

Restructuring the school

- Schools make major changes in their organizational structures
  - Flexible use of time controlled by an interdisciplinary team of teachers
  - Longer blocks of time for student work

- Time for emphasizing the academic foundations in grades 9 and 10.
- A longer school day, week and year

- Schools reduce the number of students a teacher sees in a day
- Facilities are organized by clusters

Creating new professional roles

- An environment of professionalism is established
- Teachers have the time and support to implement change
- The concept of staff development is broadened
- The district office changes its role
- School staff has more control over resources
- The entire educational community is involved

Charting a course for reform

- Beginning the discussion
- Bringing schools together
- Developing support materials

LITTLE HOOVER COMMISSION

COSTS *and* CASUALTIES *of* K–12 EDUCATION *in* CALIFORNIA

June 1991

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COSTS AND CASUALTIES OF K-12 EDUCATION IN CALIFORNIA, LITTLE HOOVER COMMISSION, JUNE 1991.

Finding 1. Current school funding methods prevent school districts from shifting priorities and allocating more money for instruction.

Recommendation: To allow more flexibility in the decision-making of the districts and to further coordinate funding for special programs, the governor and the Legislature should allow additional block grant funding to local school districts. Such a block grant program must include sufficient safeguards to ensure that the funds ultimately accomplish the objectives of programs identified as being necessary in state statute. Further, revenues for the block grant program must be tied to the positive results from the districts' special programs.

Finding 2. The collective bargaining process improperly controls how school districts spend the majority of general fund monies.

Recommendation: The reduce the adverse fiscal effects of unsound agreements reached through collective bargaining at the district level, as well as to make the collective bargaining process more cost-efficient, the governor and the Legislature should require a study examining the feasibility of the establishment of a statewide council of recognized exclusive bargaining representatives to carry out the collective bargaining process with a joint council of school districts. The study should assume that the statewide councils would delegate local issues, including cost-of-living adjustments, to local employee representatives and districts for the negotiation of subsidiary agreements. In addition, recognizing that the state provides the majority of education funding, and to ensure uniform and fiscally sound agreements are reached, all agreements would be subject to the approval of the state Board of Education, the governing body of the state Department of Education.

Recommendation: To allow districts greater flexibility in managing their costs, the governor and the Legislature should enact legislation to review the current parameters of what can be included in the collective bargaining process so as to identify areas that might be better removed from the realm of negotiations. Once these areas are identified, the governor and the Legislature should exclude them from the collective bargaining process.

Recommendation: To provide an incentive for districts to scrutinize and minimize their costs associated with collective bargaining, the governor and the Legislature should make the statutory changes and, along with the people, the constitutional changes necessary to limit the amount that

districts may be reimbursed for Mandated Cost Claims related to collective bargaining costs. Districts should not be precluded from spending more on collective bargaining; they should only be limited in what they may be reimbursed for by the state. Each district will have to determine how they will cover additional collective bargaining costs from their unrestricted revenues.

In addition, if, in the negotiation of a new contract, no agreement is reached within 60 days prior to the expiration of the existing contract, the negotiating parties should submit to mandatory and binding dispute settlement mechanisms under the auspices of the Public Employment Relations Board.

Finding 3. California's K-12 system continues to operate without adequate controls and with no accountability at the top.

Recommendation: To avoid an increasing problem of district financial failure stemming from deficit spending, the governor and the Legislature should provide the state's Superintendent of Public Instruction or the state Board of Education with additional authority and responsibility for financial recovery when it appears that a district is in jeopardy of failing to meet its financial obligations. Suggested measures include giving the Superintendent of Public Instruction or the state Board of Education the authority to proceed with cost containment measures once a district submits to the state Department of Education a qualified certification. Another possible measure would be to give the Superintendent of Public Instruction or the state Board of Education greater authority to ensure the fiscal soundness of budgets proposed by local school boards. For example, if a budget review committee is established and does not recommend approval of a school district budget and, instead, proposes an alternative budget that subsequently is not adopted by the local school board, the Superintendent of Public Instruction could give the option to either accept the district's proposed budget, accept the budget review committee's proposed budget, or prepare an alternative budget and approve it.

Recommendation: The Governor and the Legislature should enact legislation providing penalties against any school board member who votes to approve a budget or expenditure in knowing violation of current statutory standards and criteria developed by the Superintendent of Public Instruction, the state Controller and the Director of the Department of Finance and reviewed and approved by the state Board of Education for the use by local educational agencies in the development of annual budgets and the management of subsequent expenditures from that budget.

Finding 4. The state's dropout rate has exceeded 20 percent; current statistics fail to reveal the total picture.

Recommendation: To account for the sizable number of students who drop out prior to the 10th grade, the department should implement its plan to collect dropout data for grades 7, 8 and 9 beginning with the school year 1991-92.

Recommendation: To facilitate data collection on dropouts at all grade levels as well as the tracking of dropouts once they leave school, the governor and the Legislature should require the design and implementation of a statewide, student-level data base that will incorporate the use of standard student identification numbers, such as social security numbers. Once the data base has been established and reliable figures are generated for dropouts who eventually return to some form of formal education or pass a diploma equivalency test, the department should publish those figures along with the dropout rate.

Recommendation: To ensure the accuracy of the dropout data in the California Basic Educational Data System, and thus the calculation of the dropout rate, the department should periodically review and confirm the accuracy of the dropout data sent to the department by school districts.

Finding 5. If California fails to reduce the dropout rate, the state's economy will be severely affected.

Recommendation: To effectively address the dropout problem, the Governor and the Legislature should support current successful efforts at dropout prevention and recovery, such as the SB 65 programs and the California Partnership Academies, so long as those efforts are directed at the aspects of the problem demanding the highest priority, such as the unique problems associated with Hispanic dropouts based on projected trends. In addition, to the extent possible, efforts aimed toward at-risk youth should be consolidated and coordinated to achieve the most efficient and effective use of limited education dollars. Finally, legislation should be enacted to provide sufficient resources to further the efforts of promising initiatives, such as the Every Student Succeeds initiative, that will effectively address the highest priorities of the dropout problem.

Recommendation: Within existing resources, the department should continue its efforts to develop and implement initiatives that will substantially contribute to the alleviation of the dropout problem. In particular, given that population and dropout figures show Hispanics as having a high dropout rate while becoming the largest single ethnic or racial group in the state, the department's efforts should place special emphasis on the unique problem of Hispanic dropouts.

Conditions of Education in California 1990

Policy Analysis for California Education (PACE)

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A Comprehensive Attack on the Problem

What California needs is

- *a comprehensive education reform plan that is of sufficient scale to reach all school children.*
- *a sustained commitment to solving school problems, and*
- *highly visible leadership.*

A PACE Plan for California's Schools

In order to meet the challenges, PACE proposes a ten-point plan for revitalized education.

- **Set goals for California's schools.** The state needs a road map for schools. Citizens deserve to know what they will receive from their tax money; educators need to know what they are expected to accomplish; students need to know what they are expected to learn.

  In order to achieve consensus on a set of education goals, PACE proposes a Governor's Task Force on California education. The Task Force's principal mission would be to specify the major goals California expects its schools to accomplish by the year 2000. The Task Force should be representative of the state's citizens and should consult widely and hold public hearings.

  Once a set of educational goals has established new and higher standards for schools, public officials, educators, pupils, and the general public must commit themselves to the fulfillment of these goals. In addition, Californians will need to be informed regularly about progress in meeting these standards.
- **Provide a "Head Start" for all children.** The state must make it possible for every child, rich or poor, to benefit from schooling. It must build a system that will enable at least every 4-year-old, whose parents so desire, to attend preschool.
- **Break up bureaucracy.** Some of California's school districts and some of its schools are too large. Too much effort is spent on communication and coordination, leaving too little time, money, and energy for education. What the state must do is openly acknowledge that individual schools are the most important organizational link to students. It is at the school site that the state should center planning, direct resources, encourage instructors, develop leaders, and teach students.

  The way to empower schools and overcome inappropriate bureaucracy is to declare the school the primary unit for management and begin directing financing to the school site. Schools should become responsible for their budgets and accountable to their parents. California can build a system whereby dollars flow to schools, decisions follow the dollar, responsibility flows to teachers and principals, and benefits flow to students.
- **Create responsive and responsible schools.** Too many school reform efforts in California have been splintered, inconsistent, and unplanned. Moreover, they have not always been aimed in the right direction. To this point the notion of reform has been to pass another law, promote a new rule, require a new activity, complete another state-issued form, or enact another regulation.

  California must unleash, not punish, the creative potential of professional educators, pupils, and parents. The right way to encourage results is to agree upon desired outcomes and a way of measuring results, ask that those responsible draw up a plan for achieving these ends, and then let those responsible for action act.

  PACE proposes to achieve this goal by expanding the planning grants available to local schools to encourage cooperative efforts by educators and parents. Each school should be expected to develop a comprehensive five-year plan for achieving state and local goals. These plans should build on the unusually thorough state curriculum frameworks. Unproductive and outmoded rules and regulations should be stripped away to permit schools to pursue their plans. The state's role should be to provide advice and ensure high standards.
- **Coordinate social services for children.** Many of the children most in need education are least prepared to benefit from it because of an array of economic, health, and social problems. The dominant institution in the life of students is the school, yet most social services are the responsibility of other agencies. California needs to design a coordinated system for delivering non-education services to students, with the school as one of the centers of service delivery.
- **Enhance teacher expertise.** California has been a national leader in developing new curriculum concepts, but more staff development is needed if teachers are to be able to teach the new curriculum. The state has powerful

staff development models that work, such as the California Writing Project and the California Mathematics Project. These programs need to be sustained and expanded.

- **Develop "smart" report cards.** The consequences of doing well in school frequently are not clear to students who seek jobs after high school. Students say employers seldom look at their report cards, and employers s report cards do not tell them anything. California nee to transform report cards and high school diplomas so u employers can tell what students have studied and h well they have done. Employers need to be encourag to use these new report cards when deciding whom to h and what to pay them.
- **Give households a choice.** At present, only the rich c choose their schools. Allowing all families a choice of educational styles and philosophies would likely improve both their own satisfaction with schooling and the overall quality of schools competing for students.

  Expanding the range of choice among *public* schools would give households more options while preserving the public schools' role in building communities.
- **Restore local control through fair taxes.** A measure of fiscal control must be restored to local school districts. Because of Proposition 13, education funding in California is now controlled almost entirely by state officials, a shift that has contributed to bureaucratic bungling, higher costs, and loss of effectiveness in meeting local education needs. Communities, by a majority vote, should be permitted to decide on limited property tax increases for education, to be used specifically for construction or instruction.

  These funds should be distributed in a way which does not penalize property-poor districts nor unfairly reward the rich. Devising such a "power equalizing" tax system is a relatively simple matter technically. Proposing it and seeing it through to fruition requires courage politically.
- **Apply new technology in schools.** New technology changes our lives but seldom fundamentally affects our schools. The kinds of technology we now have are capable of stimulating a drastic change in the basic approach to classroom teaching. However, too little attention is currently paid to developing comprehensive means for applying modern and future technology to change the classroom.

  The state should establish a California Center for Educational Technology—a joint venture between the state's higher and lower educational institutions and the private sector—to provide the seed money and the leadership to adapt technological advances for use in classroom instruction and in school operations.

A Concluding Caveat

There is no single answer to better schools, and no one-time only "fix." Policymakers, educators, parents, pupils, and the general public must be committed to a comprehensive plan of action. All concerned must realize that this plan will need sustained support in order to have an opportunity for success.

California must set its standards high and has every right to expect high results. Indeed, citizens must demand results, keeping in mind that if the seeds are well tended, the eventual harvest will be bountiful.

REPRINT

The 1991-92 Budget:
Perspectives and Issues

School Restructuring in California

Elizabeth G. Hill
Legislative Analyst

February 1991

School Restructuring in California

What Is "School Restructuring," and How Can It Potentially Improve Educational Quality?

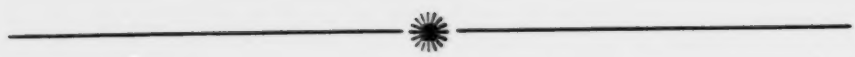
Summary

Concerns over current levels of educational achievement, combined with perceived limitations of current reform strategies, have resulted in proposals for new approaches to schooling. These new approaches are known collectively as "school restructuring." In practice, the term "restructuring" has been used by various groups to advance different visions of reform. However, boiled down to its essential components, school restructuring involves decentralization of authority and increased collaboration at the local level, in conjunction with enhanced accountability. School restructuring can involve making changes in many different areas, including instruction, school organization, and community relations.

There is some preliminary research which suggests that restructuring can be a useful strategy, especially if guided by strategic planning and focused on improving the content and delivery of a school's curriculum. Restructuring is, however, also subject to numerous "pitfalls," such as teachers not being given adequate release time or necessary training.

The Legislature recently established a statewide demonstration program in school restructuring in order to generate additional evidence on whether educators in California can make restructuring work. Other potential roles for the state include (1) experimenting with large-scale systems of accountability, (2) researching various state actions that would increase local flexibility, and (3) coordinating the state's education policy objectives with the model curriculum frameworks provided to schools.

Remedying the Shortage of Teachers for Limited-English-Proficient Students



Report to the Superintendent
from
The Task Force on Selected LEP Issues

Executive Summary

More than 861,000 limited-English-proficient (LEP) students are enrolled in California's public schools, and the number is increasing daily. To educate these students to participate effectively in the mainstream economy and become productive citizens, 22,365 appropriately trained bilingual and English language development teachers are needed (see Table 1, column 8, in Appendix D).

According to figures for the spring of 1990, approximately 8,033 teachers hold bilingual credentials and certificates of competence, and approximately 3,897 teachers hold English language development specialist certificates (see Table 1, column 9, and Table 2, column 1, in Appendix D). An additional 6,957 teachers are in bilingual in-service training programs, and 7,220 are in training programs for English language development specialists (see Table 4, column 4, and Table 2, column 3, in Appendix D). The total future supply of bilingual teachers is 14,990, consisting of the presently authorized 8,033 plus the 6,957 bilingual teachers in training. This figure falls short of the number of bilingual teachers currently needed.

The lack of qualified staff and appropriate curriculum negatively affects the academic achievement among LEP students. The dropout rate for Hispanics from 1985 through 1988 is 30.9 percent. (Figures from the California Department of Education's [CDE's] California Basic Educational Data System [CBEDS] for 1985 through 1988 provided this information.)

The failure to meet the increased demand for trained personnel capable of providing bilingual support or strategies for English language development for the LEP student population constitutes a staffing crisis in the California school system. The current shortage of appropriately trained personnel is related to a lack of strategic planning for the instruction of a student population unlike any previously enrolled. Changing demographics indicated a rise in the LEP student population as early as ten years ago. During the ensuing years these changes were not systematically tracked and analyzed for their effect on programs for teacher preparation. The number of candidates entering teacher training programs in universities and colleges and in local school settings at that time and presently does not match the population growth of LEP students.

Appointed in the spring of 1989, the Superintendent's Task Force on Selected LEP Issues examined the lack of foresight and problems related to the low representation of minorities in higher education and, particularly, in teacher preparation programs. These issues are addressed in this report. The recommendations to the superintendent in some instances are directed to related agencies such as the Commission on Teacher Credentialing (CTC), institutions of higher education (IHEs), and local school districts.

The State Superintendent of Public Instruction can facilitate cooperation among the various agencies to carry out the recommendations that can be fulfilled immediately and to establish a time line for implementing those that require further development.

The task force's recommendations are presented in the following categories: developing a statewide information campaign, improving the preparation of current teachers, training paraprofessionals, and developing a pool of teachers for LEP students.

General Recommendations for Immediate Action

The following are general recommendations:

1. The Superintendent should announce a state initiative (a statement of departmental actions) to meet the crisis, including a major public information campaign about the need for teachers of LEP students. Other actions would be related to:
   a. Developing legislation to create and expand resources for bilingual teacher training
   b. Redirecting or expanding existing resources for funding state staff development
   c. Developing and publishing departmental materials to inform potential teachers and the general public about bilingual teaching
2. The Legislature should give priority to providing the financial support needed to train additional teachers quickly, to increase the number of and improve the

quality of teachers' training programs, and to institute a teachers' career ladder with financial incentives to keep teachers in the classroom.

Recommendations for Improving the Preparation of Current Teachers

The following recommendations deal with sources of funding and administrative procedures for improving the preparation of current teachers to instruct LEP students:

3. Since all teachers in California have some LEP students in their classes, a California Language Minority Subject Matter Project (CLMP) should be established with funds from the California Department of Education (CDE) and Senate Bill 1882, Morgan, Chapter 1362, 1988. The CLMP should be administered in the same way as are other subject-matter projects, such as language arts, history–social science, mathematics, science, and others. The CLMP should have three main aims: to work with the other subject-matter projects to disseminate information to all teachers about techniques and methods for providing instruction to LEP students for learning content; to expand the number of bilingual teacher-training programs (BTTPs); and to ensure that BTTP trainers and students know and understand the content of the California curriculum guides and frameworks.
4. CDE should ensure that schools and school districts receiving funds through Senate Bill 1882, 1988, use them for training programs in districts, especially for teachers seeking certification as language development specialists (LDS).
5. The Department of Education should collaborate with teachers' unions and local educational agencies (LEAs) to support legislation that provides pay differentials for fully qualified teachers of LEP students.

Recommendations for Training Paraprofessionals

The following recommendations focus on ways to enable paraprofessionals to become teachers of LEP students:

6. LEAs, IHEs, and the CDE should cooperate to help paraprofessionals become credentialed teachers.
7. LEAs and the CDE should stabilize wage scales and benefits for paraprofessionals.
8. Financial incentives should be offered to paraprofessionals undertaking training for credentials.
9. IHEs and LEAs should work out flexible arrangements to enable paraprofessionals to meet academic requirements.

Recommendations for Developing a Pool of Teachers for LEP Students

Recommendations for the short term follow:

10. The CDE, in collaboration with the CTC, should review the *California Basic Educational Skills Test (CBEST)* to remove hurdles for teachers of LEP students.
11. The CTC should develop a limited preliminary credential for teachers trained in foreign countries.
12. The CDE and CTC should collaborate to provide consistent and complete information about the opportunities in bilingual cross-cultural teaching for students in California and in other states.
13. The CTC should consider establishing a limited specialty credential for teachers trained in foreign countries.

Recommendations for the long term follow:

14. IHEs and LEAs should cooperate on a long-term recruitment plan to attract former LEP students to bilingual cross-cultural teaching.
15. Students should be offered financial incentives such as scholarships and forgiveness of loans if they become teachers of LEP students.
16. The University of California (UC) and The California State University (CSU) should receive additional funds if they increase the number of candidates for bilingual cross-cultural credentials and certificates for language development specialists.

Providing an adequate supply of teachers of LEP students may be possible if all these recommendations are followed in a combined strategy. But major efforts will be required to establish equal instructional opportunities for all students.

California's education, business, and political communities must cooperate in immediate, far-sighted action to solve a crisis that threatens the prosperity of the state.

California's Workforce for the Year 2000:

Improving Productivity by Expanding Opportunities for the Education and Training of Underserved Youth and Adults

Report of the
California Workforce Literacy Task Force

November 1990

Executive Summary

Productivity at work is the engine for economic growth, and literacy is the fuel that drives that engine. In an increasingly competitive international and national economy, California can no longer afford to underinvest in the skills development of that half of its adult citizens who are out-of-school but typically not college bound. These adults are likely to be below average in the skills of language, literacy, mathematics, reasoning, and problem solving, and for these reasons they are likely to be less productive than their more accomplished workmates.

Increasing the productivity of California's workforce for the 21st century is the most important economic and social problem facing the state today.

To meet the challenging needs of the State's present and future workforce, the Task Force strongly recommends that California's Legislature and Governor work together to

promote awareness **of the serious need facing the State for greater investments in the literacy skills development of our underserved youth and adult human resources;**

provide leadership **to state government agencies, business and industry, community groups, and families to improve the education of underserved, traditionally non-college bound youth and adults; and**

produce a master plan **for the workforce education and training of California's underserved youth and adults that addresses in an integrated manner the needs of the present adult workforce, the needs of youth transitioning from school to work, and the needs of pre-school and primary grades children for well educated parents who can prepare and assist them to be successful in school.**

A Life-Cycle, Intergenerational Perspective

The Task Force approaches the improvement of workforce literacy and other skills for the next century with the understanding that a "quick-fix" will not work. Instead, an approach is needed that takes a long term view of the life cycle.Thus, our recommendations deal with (1) the current workforce of youth and adults who constitute three-quarters of the workforce of the year 2000; (2) teenagers who may be considering dropping out of school to enter the workforce, who may become teen parents, or who leave school intending to go directly into the world of work and do not anticipate going to college; and (3) pre-school and primary grade school children who will comprise the workforce of a generation from now.

The best "head start" for a child starts with the head of the family. A well educated parent is the best educational "intervention program" for a child.

While the Task Force is not concerned with public school reform *per se*, our recommendations are premised on the belief that the best "reform program" for children is a well-educated parent or other caregiver. From this point of view, an investment in the education of adults can produce "double duty dollars" by improving the education of adults and the educability of their children. In this way, both the productivity of the workplace and the productivity of the public schools may be increased.

Findings and Recommendations of the Task Force

The Task Force recommendations are based on a number of findings from studies by Task Force members, papers contributed to the Task Force by State government agencies and concerned citizens, and from studies of hundreds of national reports, research papers, and policy analyses by the Task Force staff. They are based on the belief that problems of workforce literacy and other intellectual skills development will be overcome by a strategy that simultaneously deals with the present workforce of adults, the emerging workforce of youth leaving school, and the future workforce of children entering and participating in primary school.

Need For A Master Plan for the Education and Training of Non-College Bound Youth and Adults

Findings:

Over 40% of California's applicants for military service in fiscal year 1989 scored at the 8th grade level or below in literacy.

More than half of California's youth and adults are not seeking higher education.

An estimated seven million of California's youth and adults age fifteen and older have educationally developed skills below the ninth grade level, and many are in need of English language training.

State provided literacy programs cannot meet the present demands for services, yet a majority of those who could benefit from additional education are not being reached, and of those who are served most drop out without increasing their skills to the ninth grade level.

There are over a thousand adult education and training program providers now operating in California in an uncoordinated and underevaluated manner.

Unlike the Master Plan for Higher Education, there is no Master Plan for the education of non-college bound youth and adults in California that integrates the roles of government agencies; businesses and industries; workers unions; community-based organizations; library related services and the formal secondary and postsecondary institutions.

Recommendation 1: That the Legislature, in conjunction with the Governor, appoint a Commission, for a term of five years, to prepare a Master Plan for Workforce Education and Training of California's non-college bound youth and adults.

The Master Plan should establish the foundation for the Governor and the Legislature to formulate effective policies and programs for lifelong education and training of California's non-college bound youth and adults well into the 21st Century.

The Master Plan should integrate the roles of local, state and federal agencies, businesses and industries, labor, community-based organizations, public library services and the formal secondary and post-secondary educational institutions. In developing the Master Plan, the Commission should take into consideration any existing formal plans and programs of state agency providers. The following recommendations of the Task Force should be incorporated into the plan.

Need to Adequately Fund the Delivery System for Adult Literacy Education and Training

Findings:

Most of the population in need of literacy and other cognitive skills development are not being reached and served by the current delivery system. Limited funds lead to many being turned away from programs. Among the reasons given for non-participation are failure to recognize a skills problem, fear of admitting a literacy problem at work, or embarassment. The demands of work and family may create barriers to participation. Negative attitudes about classroom learning, times and locations for learning are often reported. The perceived lack of any rewards or benefits offer little incentive for many in need of improving their skills.

In 1987, some 1100 literacy programs served less than one in seven of the millions of youth and adults who read below the ninth grade level. Most left without achieving ninth grade skills.

Current state policies limit the funding for adult education and restrict the opportunities for non-college bound youth and adults to obtain education and training.

Recommendation 2: That the Legislature remove the prohibition against offering of adult education by communities that now cannot do so because they did not have programs in place before Proposition 13; further that the Legislature provide additional funding for adult English-as-a-Second Language (ESL) and basic skills programs to realistically reflect the need for these services.

Need for Incentives to Increase Workplace Education and Learning

Of 500 applicants for work in a major defense contracting firm in San Diego, one in four read below the ninth grade level.

Findings:

The current adult education system does not include significant involvement of business and industry in workforce education and training for non-college bound youth and adults, yet the workplace is where most of those in need are found.

Most California businesses provide few educational opportunities for workers below the management level.

Many businesses and industries in California are now employing workers whose skills are below the ninth grade level and whose productivity is not as great as it should be.

Many workers unions have members in need of additional training in job skills and intellectual skills developed through education (reading, writing, arithmetic, reasoning, problem solving).

Recommendation 3: That the Legislature adopt policies providing incentives for California employers, above a certain level of employment, to invest a minimum of one percent of employee payroll to establish a formal program of education and training of non-management employees.

In the case of small and medium sized businesses, where it is not feasible to establish individual programs, a training consortium might be formed. Included in employer training could be pre- or post-employment training of deficient job applicants to raise their basic skills to acceptable levels.

Need for Education and Training In The Public Sector

Findings:

State and local government agencies in California have failed to recognize and address the need for workforce education and training in public sector work-settings.

The State, by its leadership and example, should encourage all local governmental agencies to adopt a system of education and training for their own workforce.

Recommendation 4: That the Legislature and the Governor adopt policies to establish a system of basic skills training in state government to permit job applicants with basic skills deficiencies to qualify for entry level work, and provide continuing education to permit underqualified employees to attain the skills needed to move upward.

Need for Skills in English Language and Literacy: A California Priority for Adult Education and Training

Findings:

Many adult literacy learners in California's workplaces feel discriminated against for speaking a language other than English, and they are reluctant to attend language and literacy classes for fear of reprisals by employers.

By the year 2000, one in three of California's working age population will be Latino or Asian.

Educators have not adequately determined the problems and effects of proficiency in a native language in the learning of English-as-a-Second Language.

Recommendation 5: That the Legislature and Governor develop policies of non-discrimination against non-English speakers and non-literates in the workplace and further that they provide for research to further guide state policies regarding the development of English literacy among limited-English proficient adults, with attention to the effectiveness of native language literacy instruction on second language learning.

Need to Use Technology To Enhance Adult Learning

Findings:

California has failed to capitalize on the use of technology in adult education and training that could cost-effectively expand the capacity of the literacy delivery system.

Many workplace literacy programs find that the use of computers motivates employees to participate in programs.

Recommendation 6: That the Legislature incorporate the development and use of technology for adult workforce education into any State policies and legislation on the use of educational technology in California's education system.

Need for Workforce Education in the Transition From School To Work

Findings:

California does not have a well articulated education program to assist in the transition from school to work for non-college bound youth.

Many non-college bound youth and adults who do not have a high school diploma or the equivalent cannot take advantage of California's apprenticeship program.

Recommendation 7: That the Legislature direct the Commission on the Master Plan for Workforce Education and Training to develop policies to increase the effectiveness of the transition from school to work by expanding the State's apprenticeship program.

Need to Break The Cycles Of Marginal Literacy and Marginal Living

Findings:

Infants born into richly nourishing cultures of literacy, in homes where there are literate parents who use their literacy extensively, tend to grow literate to a large extent even before entering primary school.

Children's educational achievement in school is directly related to their parent's, and especially mother's, education level.

Studies of pre-school and primary school compensatory education programs repeatedly emphasize the importance of parental involvement for the success of programs.

In California, more money is spent on the children of the poor trying to compensate for the parent's lack of education than is spent on parental education to prevent children's school learning and adaptation problems.

New federal laws are calling for integrating adult basic education with early childhood education and this calls for new education delivery systems and methods.

Recommendation 8: That the Legislature require at least 10 percent of the over $1.13 billion that is spent by the State Department of Education's Compensatory Education Office and the Early Child Development Division be redirected to establish programs offering basic skills education for the parents of children who qualify for these two programs; further, that the Legislature require that where child care programs are provided by employers, consideration be given by these programs to providing funding for parent education at work sites.

Need For Professionalism and Research-Based Knowledge In Workforce Education And Training

Findings:

There is no systematic higher education and training to produce professional adult educators and trainers for non-college bound youth and adults, many of whom may suffer from serious learning disabilities.

A critical need exists for research on adult learning and teaching methods that address the widely diverse needs of California's adult learners in workplace and other settings.

Recommendation 9: That the Legislature establish a network of field stations for action research and evaluation on adult education in association with campuses of the California State University and Community College system, oriented to developing information about California's workforce skills needs, abilities of the non-college bound workforce, and the development of improved methods of education and training for non-college bound youth and adults; further that the Legislature require the California State University and Community College systems to establish a formal program to educate and train a cadre of adult educators that can work with the spectrum of education, language, and learning needs of California's undereducated youth and adults.

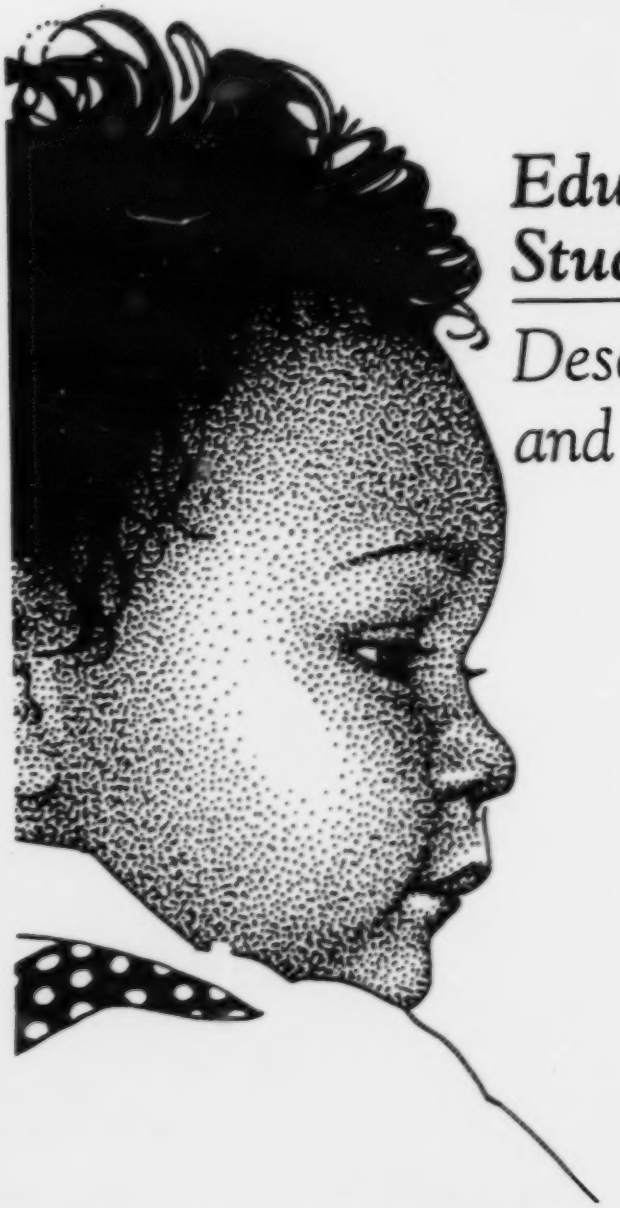
Need to Raise Awareness about the Literacy, Education, and Training Needs of Underserved Youth and Adults

Finding:

There is a general lack of awareness, knowledge and commitment among business, government and the general public in California regarding the problems of workforce literacy and the educational needs of underserved, typically non-college bound youth and adults.

Recommendation 10: That the Legislature and the Governor emphasize their commitment to workforce literacy by demonstrating leadership in promoting awareness of the personal and economic costs of the marginal literacy, poor education, and unmet training needs that limit the productivity of California's workforce.

California Children
California Families



Educating Minority Students in California

Descriptive Analysis and Policy Implications

prepared by
Assembly Office of Research

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EDUCATING MINORITY STUDENTS IN CALIFORNIA, DESCRIPTIVE ANALYSIS AND POLICY IMPLICATIONS

Assembly Office of Research
April, 1990

Finding 1. Gains have been made in the achievement of Black and Hispanic students since the implementation of education reform efforts five years ago. However, there continues to be a persistent and significant gap between the performance of white and Asian students and the performance of Black and Hispanic students in California public schools. The differences are extremely acute when comparing the performance of schools serving predominantly Black and/or Hispanic students with schools serving predominantly white students.

Finding 2. Schools serving high percentages of Black and Hispanic students have significantly larger average enrollments than schools serving high percentages of white students. This is particularly true for Hispanic students at all grade levels.

Recommendation: Policies for improving low-performing schools serving primarily Black and Hispanic students should consider reducing the size of the school unit. This can be accomplished by either designing smaller individual schools or considering the "school within a school" concept.

Finding 3. Current practice statewide requires that fiscal data be collected using the school district as the unit of analysis rather than the individual school site.. Therefore, it is not possible to determine whether actual resource differences exist among schools serving primarily Black and Hispanic students as compared to schools serving primarily white students.

Recommendation: Expenditure data should be collected so it is possible to determine per pupil expenditures by school site. The data to be collected should be standardized statewide, using expenditure categories which are easily understood by the public. The actual design of the school level data system should consider input from a group of local administrator and teacher groups and should examine models in use, or currently under consideration by, at least four states. School personnel at the school site level should receive training and assistance from the school district in order to ensure that data collection is uniform and does not pose an excessive burden on site personnel.

Finding 4. No overwhelming quantitative data exist which demonstrates the factors contributing to the differences between the highest and lowest performing schools serving predominantly minority students.

Recommendation: Continued investigation is needed to assist schools serving minority students in identifying the critical factors involved in making significant improvements in student performance. A number of projects designed to assist such schools are currently underway. Issues, such as teacher collegiality, community support services, student participation levels, staff development, partnerships with private industry and institutions of higher education, decision-making models, and incentives for innovative strategies, should be considered when examining schools which are making significant improvements in minority student achievement.

FINAL REPORT

CALIFORNIA EDUCATION SUMMIT

MEETING THE CHALLENGE

The Schools Respond

CALIFORNIA DEPARTMENT OF EDUCATION
Sacramento, CA 1990

Executive Summary

At the national education summit in September 1989, the President and the nation's governors issued a series of challenges to the educational community. To respond to these challenges, some 300 individuals representing the major groups driving California education reform--teachers, principals, superintendents, parents, students, school board members, legislators, business leaders, and community members--met in Sacramento on December 12-13, 1989.

During the 1980s we all worked hard to improve student performance, and our efforts are paying off. By any set of standards, we have made substantial progress in our schools. However, California educators are also acutely aware that we still have a long way to go to prepare our rapidly growing and diverse student body for the increasingly demanding job market and to instill in our students strong democratic and ethical values.

The *California Education Summit: Meeting the Challenge, the Schools Respond* was called for two principal reasons:

* To begin the process of developing a consensus--a game plan for the 1990s--on the next steps we should take in California to upgrade the schools; and

* To reflect on our experience and identify those elements which would increase the chances of success in any forthcoming national efforts.

We started the education summit with fundamental agreement on our goals as a state and a nation. These goals, once controversial and widely debated, are now generally accepted as the foundation of our reform efforts. We began with the premise that more of our students must be educated to higher levels than ever before. For example, at least 25% of those students who initially enter high school should earn a bachelor's degree; another 25% should earn an associate degree from a community college; and at least 40% should make a successful transition from school to work; thus reducing the dropout rate to under 10%.

There was also overall agreement that to reach these goals, more of our students must read, write, compute, communicate, and think at higher levels; and that to reach these higher levels we need to teach a thinking curriculum so that students become active learners, develop real understanding of fundamental concepts and ideas, and apply knowledge creatively. These principles are currently reflected in the California frameworks.

What we addressed at the summit was how best to reach these lofty ideals--what we should keep, what we should build on, and what we should change in assessment and accountability, staff development, team building and reorganization at the school site and district levels, teacher preparation, and strategies to help children and adults at risk.

What implementation strategies should we pursue to further our improvement efforts? The seven groups at the summit were charged with answering that question. Each summit participant was assigned to one of these groups and the subjects addressed reflected those highlighted at the national education summit. The key strategies that emerged from the group discussions included the following:

Increasing Accountability and Improving Assessment

Develop a more comprehensive accountability system, including more substantive information about those students not going on to postsecondary education.

Develop more comprehensive incentive systems to recognize top performance and significant growth, as well as to identify chronic low performance.

Improve staff development for local school fiscal officers, concentrating on development of fiscal policy teams and involving information technology.

Improve local financial management decision-making by expanding the use of information technology, reducing the paperwork burden, and sharing data concerning resource allocation choices.

Eliminate multiple choice tests in favor of performance-based assessment, a type of assessment in which students are called upon to write, make oral presentations, and solve real-world problems.

Develop and use powerful end-of-course examinations, like the Golden State Exam, which drive important improvements in school curricula.

Enhancing the Curriculum

Improve assessment and develop performance standards to get a clear picture of what students know and can do and to set targets for student performance.

Enhance professional development, extending the contracted school year by at least 15 days so that teachers have the time and structure in which to think, plan, and collaborate with their colleagues.

Develop better instructional materials to reflect the best thinking in each discipline.

Restructure the teaching profession, broadening the teacher's role to include peer coaching and mentoring, as well as developing and utilizing teacher-leaders to help implement reforms.

Improving High School Transitions

Provide all students a rigorous, sophisticated core curriculum to obtain necessary skills, knowledge, and values to maximize their options after graduation.

Increase the number of students who enroll in, and earn a bachelor's degree from four-year colleges and universities to 25% of those students who initially enter high school.

Increase the number of students who enroll in, and receive an associate degree from, a community college to at least 25% of the students who initially enter high school.

Increase the number of students who transition to work with skills that enable success to 40% of the students who enter high school.

Reduce the number of entering high school students who drop out from the current 22% to under 10%.

Improving Adult Literacy

Decrease adult illiteracy by 5% per year for each of the next 10 years, so that the illiterate adult population can compete in the work place, understand and function in our democracy, and enrich the quality of their lives.

Forge a bold partnership among key providers and those who need literacy skills to meet future challenges, coordinating regionally all public and private sector resources to meet priority needs.

Provide adequate resources to reduce adult illiteracy, removing current funding restrictions and encouraging the infusion of private sector resources.

Demand federal recognition and support because the level of adult literacy in the United States is a national crisis.

Organizing More Effective Services for Children, Youth, and Families At Risk

Prevent students from becoming at-risk through prenatal care, parenting education, early intervention for infants at risk, preschool programs, and before- and after-school child care.

Involve parents and provide support for the home to help break the cycle of poverty and dependency.

Enhance community collaboration and delivery of comprehensive services, focusing on schools as the hub of services and using mandates, rewards, or penalties to motivate participation.

Coordinate educational programs, especially categorical programs, providing programmatic flexibility where schools and districts demonstrate high levels of student achievement.

Restructuring to Improve Student Performance

Focus restructuring efforts on students, with districts and schools developing a clear vision of what it takes to improve student performance.

Engage in long-range strategic planning.

Involve teachers in restructuring, providing them time to focus their skills, knowledge, and expertise on the task of delivering a rich, thinking curriculum successfully to diverse students.

Increase service orientation, flexibility, and accountability, and relax rules and regulations that impede schools' efforts to organize to improve student performance.

Modify assessment practices, focusing on the new thinking, problem-solving curriculum.

Improving Teacher Preparation and Recruitment

Expand teacher recruitment to target minority individuals, encourage mid-career entrance into teaching, and provide incentives to keep outstanding teachers in the profession.

Improve teacher preparation by enhancing field experience prior to credentialing and upgrading the status of teacher preparation within higher education.

Improve teacher induction, retention, and assessment by creating an organized systematic, statewide process to support new teachers and assess of their competencies.

Enhance professional development, expanding the teacher work year to allow for more staff development, providing teachers opportunities to expand their roles, and restructuring the salary schedule to recognize increases in responsibilities and competence.

Improve administrator credentialing and training to increase emphasis on curriculum and instructional leadership and providing ongoing professional development.

These and other recommendations are discussed in the following seven working group reports. The document also contains State Superintendent of Public Instruction Bill Honig's introductory material which helped set the summit's tone and structure. Finally, this document contains an alphabetical listing of summit participants. *California Education Summit: Background Papers*, a volume to accompany this document, includes the initial background information each working group received, in addition to the keynote address delivered by Dr. Diane Ravitch, Professor of History, Columbia University.

A videotape was made of portions of Superintendent Honig's opening address to the summit participants and the groups' presentations of the final recommendations. Copies of the videotape were supplied to every school and district.

While we have general agreement on the future direction of our educational reform efforts, further progress will depend on educators' creative abilities to adapt these general ideas to the specific realities at their schools and districts. We hope that the materials generated from the summit will spark local discussion and planning regarding the next steps we need to take in our reform movement. Working together we will be able to meet the challenges facing education in the 1990s and beyond.

State of California

Little Hoover Commission

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K-12 EDUCATION IN CALIFORNIA: A LOOK AT SOME POLICY ISSUES

FEBRUARY 1990

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Commission on California State Government Organization & Economy

method for reporting average daily attendance. The Commission's study resulted in the following findings:

1. THE STATE'S GOVERNANCE STRUCTURE FOR EDUCATION IS NOT OPERATING AS STATUTORILY INTENDED

Contrary to the legal description of the State's education governance structure, the Superintendent of Public Instruction is not operating at the direction of the State Board of Education. Instead, the Superintendent has assumed the role of policy maker and the State's schools are without the benefits associated with having a state board govern educational policy. This situation results from an inherent flaw in the governance structure itself, the Superintendent's control of the budget, ambiguity created by the State's statutes and Constitution, and the makeup of the Board.

2. THE DEPARTMENT MAY BE CIRCUMVENTING THE STATE'S REGULATORY PROCESS THROUGH THE USE OF POLICY GUIDELINES

State law requires that state agencies proceed through the State's regulatory process when prescribing actions based on the agencies' interpretations of statute. However, the State Department of Education frequently issues to schools and school districts various policy guidelines that appear to be prescriptive in nature. If these guidelines are determined to be in the nature of regulations, then local education agencies will have been forced to comply with the Department's interpretations of state law without the benefit of public input and the legal scrutiny of the State's primary agency responsible for approving administrative regulations.

3. THE STATE'S SYSTEM OF FUNDING CATEGORICAL PROGRAMS IS NEITHER EFFECTIVE NOR EFFICIENT

In attempting to provide earmarked funding for programs designed to meet special educational needs, the State has created an extremely complex system that recognizes 80 different categorical programs funded from 86 sources totaling approximately $5.3 billion. However, the system does not link all program funding to identified needs and performance indicators. For example, some funds become "institutionalized" over time and do not follow students when they shift among districts. Further, the State's system of categorical funding does not allow for an efficient coordination of all appropriate funds at the local level. As a consequence of the current system, the proliferation of specially funded programs has resulted in a duplication of services, curriculum fragmentation and ineffective delivery of services.

4. THE CATEGORICAL "SUNSET LAWS" HAVE NOT BEEN WORKING AS STATUTORILY INTENDED

Despite the statutory elimination of specific program requirements for certain categorical programs, the State Department of Education has imposed similar, if not more stringent, requirements on schools for the operation of the programs. The Department issued the requirements as guidelines to ensure that program goals are met. However, contrary to legislative intent, schools are denied flexibility in achieving the programs' original objectives. Consequently, the Department stifles the creativity and efficiency of local education agencies in accomplishing the initial objectives of the programs that were sunsetted.

5. THE REORGANIZATION OF SOME SCHOOL DISTRICTS NEEDS TO BE CONSIDERED

Recent data have indicated that there are potential efficiencies to be realized through the consolidation of some extremely small districts and the breakup of some extremely large districts. Opposing political pressure, the lack of fiscal incentives, and the lack of analysis related to specific California school districts have prevented such reorganizations from occurring in the State. As a result, excessive administrative and other overhead costs are incurred in some districts.

6. THE ORGANIZATION OF OFFICES OF EDUCATION BY COUNTY BOUNDARY IS INEFFICIENT AND DOES NOT MAXIMIZE SERVICE DELIVERY

Operating as intermediate agencies between the State and the local school districts, county offices of education are intended to coordinate services among the districts within each county. Under this organization, however, many offices restrict their activities to county boundaries rather than operate according to the needs shared by districts from different counties within the same region. Consequently, these county offices of education are unable to realize the efficiencies available through the greater coordination of district efforts and the services delivery in those districts is not maximized.

7. THE STATE'S SYSTEM FOR REPORTING ATTENDANCE IS INEFFICIENT AND DOES NOT ENCOURAGE ATTENDANCE

As the foundation for the allocation of basic education revenues to school districts, California's attendance reporting system requires schools to identify those students who are properly excused and thus eligible for state aid. The attendance system requires schools to invest much time and effort in accounting for students who are not actually attending. Further, the current system encourages schools to classify questionable absences as excused absences because of the otherwise potential loss in revenue to the schools. As a result, more emphasis is placed by schools on attendance procedures than on increasing students' attendance.

In addressing these findings related to K-12 education in California, the Commission's report presents eight recommendations:

1. The Governor and the Legislature should enact legislation to amend the Education Code so that approval authority for the State's proposed education budget is given specifically to the State Board of Education. Such an amendment should make it clear that the Board's authority is superior to the authority of the State Department of Education over the proposed budget for the Board's activities as well as the activities of the Department.

2. The Governor and the Legislature should enact legislation that would expressly prohibit the State Department of Education and/or the State Board of Education from issuing any policy guidelines or other documents that are defined as regulations under existing law. The recommended legislation would subject the Department and/or the Board to a reduction in its/their administrative budget(s) if the Department and/or the Board is found to have issued regulations as defined under existing law.

3. The Governor and the Legislature should enact legislation that encourages the coordination of categorical funding at the local level by allowing the inclusion of many more existing categorical programs under the School-Based Program Coordination Act. The legislation

EXECUTIVE SUMMARY

The K-12 education system in California, which serves over 5 billion students, is funded by approximately $23.4 billion from state, local and federal governments. Of this total, the State will provide approximately $15.81 billion (67.6 percent), local funding will account for about $5.84 billion (25.0 percent), and the remaining $1.75 billion (7.4 percent) will come from the federal government.

The governance structure at the state level consists of a part-time State Board of Education, appointed by the Governor with Senate confirmation, and the Superintendent of Public Instruction who is an elected constitutional officer who directs the activities of the State Department of Education. Only 12 other states have a similar arrangement, although in one of the states the board is appointed by the legislature. Most states have governance structures in which administration of the school system flows from the board down to the chief.

The forces of tax reform, equity, declining enrollments and special educational needs have molded the current school finance system since the early 1970's. Some of the major effects on education and the calculation of state funding came from the court, ballot initiatives and legislation. The major events affecting K-12 education include the Serrano v. Priest cases (requiring equalization in districts' base funding), Proposition 13 (which limited the amount of property taxes that could be levied by local government and had the effect of shifting the burden of school financing from local government to the State), Proposition 4 (also known as the "Gann limit", it placed a ceiling on state spending), Senate Bill 813 (the State's comprehensive education reform package), and Proposition 98 (which established a constitutionally guaranteed minimum level of state funding for local school districts and community colleges).

In general, education is funded through two primary methods. The core of educational funding in California is a system of allocating revenues to districts based on the districts' average daily attendance (ADA) of school children. Based on ADA, the State calculates each district's revenue limit, which is the amount of general purpose revenue that a school district is entitled to receive from state and local sources. Categorical program funding is in addition to base funding for the revenue limit and is designed to provide funding for a particular program or type of student. Unlike the revenue limit, for the most part categorical funds must be separately accounted for and spent on designated purposes. For the fiscal year 1989-90, there are 80 categorical programs and approximately $5.3 billion in categorical funding.

Administering the funds and services at the local level are 1,010 individual school districts and 58 county offices of education. Each of these entities supports an executive and administrative staff, and each is responsible for various functions such as accounting, budgeting, procurement and transportation. The districts vary greatly in size; Los Angeles Unified School District is the largest with over 570,000 ADA and Reservation Elementary School District is the smallest with an ADA of 10.

In January 1989, the Little Hoover Commission began its study on K-12 education in California. The Commission focused on the effectiveness of the State's education governance structure, the equity and effectiveness of funding categorical programs, the potential reorganization of districts, the potential regionalization of services delivery, and the efficiency of the State's

should explicitly emphasize that target group students and instructional improvement needs must be met, and that the system for monitoring performance of this program be designed to validate compliance.

Further, the Governor and the Legislature should enact legislation that would allow schools to commingle categorical funds and general purpose revenues to the extent that federal law allows such commingling. After three years, the schools must demonstrate that achievement levels among compensatory education students have either increased over time, or are greater than the achievement levels of comparable students in other district schools.

4. The Governor and the Legislature should enact legislation to base all appropriate categorical funding on indicators of need. To the extent possible, such indicators should be found in district demographics that are updated annually by the districts and analyzed annually by the State Department of Education in reviewing and approving districts' application for funding.

5. The Governor and the Legislature should enact legislation that would amend the "sunset laws" (Education Code Section 62000 et seq.) to explicitly prohibit the State Department of Education from restricting the local education agencies' flexibility in meeting the general requirements of the State's original program laws and federal statutes.

6. The Governor and the Legislature should enact legislation to provide sufficient funding for the advisory commission authorized by Chapter 1229, Statutes of 1988, so that the commission can conduct a study of the feasibility of increased consolidation of school districts and recommend statutory revisions based upon the results of the study. The revisions should include fiscal and other incentives for the implementation of consolidations that are determined to be feasible.

7. The Governor and the Legislature should enact legislation to require the advisory commission provided for under Chapter 1229, Statutes of 1988 to expand its study to include a review of the activities of county offices of education and existing cooperative arrangements between districts and/or county offices of education. The legislation should require the commission to report to the Governor and the Legislature the results of its study and recommendations for statutory revisions no later than January 1, 1991, and should provide sufficient funding for a comprehensive study.

8. The Governor and the Legislature should enact legislation that would revise the current attendance accounting procedures so that only actual attendance is counted toward ADA when determining base revenue limits, thereby eliminating the current process of verifying absences for apportionment purposes. Further, the legislation should encourage local education agencies to emphasize the importance of school attendance.

SRI International

ALTERNATIVE PROGRAMS AND STRATEGIES FOR SERVING STUDENTS WITH LEARNING DISABILITIES AND OTHER LEARNING PROBLEMS

Executive Summary

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The conclusions of this report are those of the authors and contractors and do not necessarily reflect the views of the Office of Legislative Analyst or any other agency of government.

SRI International

Principles of Effective Local Practice

We identified a set of four general principles that guided practice in situations where local educators are running "effective" programs to meet the educational needs of students with learning problems. These are:

- All activities--planning, budgeting, personnel decisions, service delivery--concerning the problem learner population are directed first and foremost at improving educational services. We found that when school and district staff are driven first by student needs, they are able to devise effective strategies to deal with problem learners, using both general fund and categorical program resources.

- Efforts designed to address the needs of problem learners are coordinated across programs, grades, and staff: problem learners are the responsibility of the entire school. Program practices guided by a primary focus on students' educational needs require coordinated efforts in which program boundaries and staff labels mean less than school resources and staff capabilities.

- The three components of effective programs for problem learners served with special education resources--prereferral, assessment, and instruction--are tightly coupled. Our findings suggest that pre-referral activities are most useful when they yield information that can be used for instructional purposes and that helps guide the formal assessment process. Similarly, assessment activities are most useful when they provide data that can be used in the instructional process.

- Programs for problem learners should be systematically planned, implemented, and evaluated. Although effective practices can result from the efforts of a concerned individual acting on his or her own, effective programs in our sample sites tended to reflect the systematic efforts of staff throughout the school, actively supported by the school and district administration.

Principles to Guide State Policy

Similarly, our findings point to a set of general principles that should guide future state efforts to support more effective local services for problem learners. These are:

- Resolve contradictory signals. Teachers and administrators expressed confusion over state policy regarding appropriate services for problem learners--especially over the appropriate role of special

education resource programs. Local educators pointed out that the state's current focus on integrated services reflected in such legislation as AB 777 and SB 65 seems to run counter to the traditional concern with compliance and separate programs. Given local educators' unclear perceptions of state policy, it is imperative that any new state initiatives be woven into a broader effort to send unambiguous messages to local districts and schools about the appropriate amount of integration between regular and categorical education programs.

- Involve regular educators. State policies that are directed at improving the educational programs for problem learners should incorporate mechanisms that ensure the active involvement of regular educators as well as categorical program staff. Accordingly, it may be beneficial to involve state-level administrative staff from various departments/programs in the development of such policies and to use the resources of various state programs to fund the implementation of these policies.

- Offer incentives, not mandates. Teachers and administrators are committed to improving educational services for problem learners, but they are typically overworked. State mandates for changes in how they educate children can easily be interpreted as unwanted outside interference and calls for them to increase their workload. State policies that offer incentives (opportunities for training, small grants, professional recognition) to try out new programs and practices appeal to these educators' interests, provide rewards for staff who make the effort to participate, and can ultimately function as a more effective change agent than state mandates.

- Provide technical and financial support. If the state is going to ask local educators to change how they serve problem learners, it will have to provide the requisite resources and support that such changes require. Local educators must be introduced to the proposed policy change and provided access to expertise. Local staff need training in implementing the new programs. In some cases, schools and districts may require some extra funds to maintain the new program.

In summary, then, we expect that the most effective state policy will be grounded in an unambiguous message to local educators that offers specific incentives for school and district staff to further integrate categorical and regular program efforts to serve problem learners. Moreover, we believe that these incentives have to be followed up with ongoing technical and financial support. In the following sections, we describe specific recommendations based on these general principles.

Findings and Recommendations: Prereferral Practices and Student Study Teams

We found wide variation in the extent to which schools carry out prereferral activities and in the nature of school-level student study teams. Although some local variation is always expected, our results suggest that schools that choose not to put SSTs in place may be sacrificing important benefits. SSTs can increase the appropriateness of referrals and reduce the total number of referrals to special education. Student study teams, especially in schools that heavily involve regular educators in the process, can also improve the appropriateness of services to problem learners, improve school communication and coordination, and provide support for regular teachers in working with students with learning problems. In large part, these benefits accrue because SSTs provide a structured time and place for professionals to come together to devise effective solutions to the problems students face in the schools.

SSTs are costly endeavors, however, because they consume considerable staff time. In schools in our sample, an average of 60 students are referred to SSTs in a single year, and SST members spend approximately 498 hours on SST activities for these students. Salaries and benefits for this staff time cost approximately $15,225 per school. However, because SSTs in most schools in our sample reduce the number of referrals to special education, about 45% of these costs are offset by the savings in staff time spent on conducting assessments for students who are not likely to qualify for special education.

Local Policy Recommendations

Because our findings suggest that prereferral activities are most effective when they are systematic and ongoing and when they bring together the skills and resources of the entire school under the leadership of the regular education program, we recommend that:

- Schools establish student study teams. Establish organized and ongoing teams of professionals representing different programs, grades, and strengths to address the needs of problem learners throughout the school. We recommend that these teams have an

appointed leader who has the support of the school administration, and that the SST be charged with developing school policies and practices for dealing with the needs of problem learners in the regular classroom to the extent possible.

State Policy Recommendations

Because of their wide-ranging benefits to both students and instructional staff, we believe the state should actively encourage prereferral activity and SSTs. In particular, we think the state should:

- Clarify its commitment to student study teams. The first step the state could take is to send a strong message about the importance of prereferral activity and the usefulness of SSTs or other mechanisms designed to ensure the effectiveness of prereferral activity.

- Ensure the availability of training and technical support. The success of prereferral activity depends largely on training and technical support. Although the State Department of Education continues to sponsor SST training, it should consider other methods to ensure the availability of ongoing technical support for both special and regular educators. Training might be jointly sponsored by the Special Education and Instructional Support Services divisions of the State Department of Education. We estimate that the provision of training to 80% of the state's schools over a 10-year period would cost less than $400,000 annually.

- Consider providing other financial support. In addition to providing training to local districts, state policymakers should consider local-level incentives for implementing student study teams. For example, the state could provide a stipend to the chairperson of the SST. Payment of one extra hour per week to the average teacher would cost a single school $978 annually. Compensation for SST participants could be provided statewide or to selected schools through grants similar to those provided as a result of the state's SST/SIM grant from the U.S. Department of Education.

Findings and Recommendations: Assessment

We found less innovation across our sample schools' assessment activities than we did in the other components of the special education program. Most schools rely heavily on standardized tests, and psychologists and resource specialists play the predominant roles. There are differences.

however, in the relative influence of psychologists and resource teachers and in the relative influence of district versus school policies. Also, school staff differ in their perceptions of the amount of testing required by law. This disagreement is reflected in the wide range of assessment costs across schools in our sample. Nevertheless, most schools invest considerable resources in conducting special education assessments. On average, assessments cost $523, accounting for more than one-fifth of the total cost of the resource specialist program.

In part, the investment in assessment appears to be made at the expense of direct instruction. In schools that devote considerable resources to assessment, resource specialists spend, on average, 11 hours per week less on direct instruction than those in schools with low-cost assessments.

Many resource specialists in our sample believe that the resources dedicated to assessments are disproportionate to the benefits. In particular, some educators questioned the efficiency of expending significant resources differentiating among a set of problem learners, all of whom need assistance. Questions were also raised about the value of the typical assessment for fashioning an effective instructional response to students' needs. The reassessment process came in for particular criticism because it generally failed to offer teachers any new information. Finally, we found that a number of factors, such as the availability of alternative programs, can influence the eligibility determination of problem learners (particularly "borderline" or "gray area" students) just as much as special education assessment data.

The high cost of assessment (we estimate that nearly $85 million is spent annually on resource program assessments across the state), the widespread lack of agreement on the purpose of assessment activities, and the wide variation in methodologies and levels of effort raise questions about whether the investment in assessment is money well spent. The question such figures raise is not whether assessments should take place at all, but rather whether the benefits are sufficient to offset the costs for marginally impaired students.

Local Policy Recommendations

We recognize that the policy issues related to the assessment process are more appropriately dealt with at the state level. Nevertheless, we believe there are steps district and school staff can take to improve the utility of the assessment of problem learners.

- District special education staff should work to integrate district assessment policies and practice with school-level efforts to address the needs of problem learners. We found that many of the problems in the assessment process reflect a disjuncture between district staff's beliefs and rules about "correct" assessment procedures and the needs of school instructional staff. Effective district-level assessment policy should provide school staff with clear guidance and assistance, while trying to mold the assessment process to the school-level needs.

- School-level assessment activities for problem learners should be directed explicitly at providing information needed in the instructional process. The high cost of assessment can be justified only if the process yields useful data beyond the determination that a student should be placed in a resource room. Potentially effective practices include increased use of curriculum-related assessment tasks, the use of diagnostic teaching techniques, and the simplification of the presentation of assessment data to teachers.

- Districts and schools should reexamine the purposes of the reassessment process. Reassessments too often represent little more than a routine compliance step, rarely yielding information that lead to a student's transitioning from one level of service to another. We suggest that districts and schools reexamine their reassessment process with a view toward making it more useful for instructional or other purposes.

State Policy Recommendations

The study suggests that the state might take a number of steps to improve the usefulness of assessments and reduce their costs. Generally, these recommendations involve providing better guidance to local educators. Specifically, we suggest that the state:

- Clarify the role of regular educators in assessments. In spite of legislative mandates for multidisciplinary assessment teams, regular educators typically play a minimal role in assessments. Increased involvement by regular educators could help focus the assessment

process on designing effective instructional strategies. We suggest, then, that the state clarify how regular educators might best participate in the assessment process.

- Clarify that alternatives to standardized tests are acceptable. Staff in our sample schools typically were unsure of the extent to which they could use assessment methods other than psychological and achievement tests. Yet, local educators were interested in finding alternative mechanisms that would prove useful in designing instructional programs and that could be used reliably with minority students. The state should further evaluate alternatives to the "standard battery of tests" that many districts use to conduct assessments. If the state decides that there are appropriate alternatives, it needs to communicate those to districts and schools.

- Provide guidance on appropriate levels of assessment activity. Educators' uncertainty as to what the state considers necessary to diagnose a learning disability is reflected in the variation in the amount of time and resources expended in different schools. Recent legislation (SB 2059) calls for an analysis of existing eligibility criteria regulations and guidelines for the identification of pupils as individuals with exceptional needs. We suggest that these tasks include a consideration of what constitutes a reasonable effort toward conducting a special education assessment that meets the spirit and intent of federal and state legislation.

- Clarify exit criteria for special education. The state should provide more detailed guidelines concerning the criteria that are to be used to assess a student's ability to transition from one level of special education service to another or to exit from special education. In many schools in our sample, the reassessment process is *pro forma*; relatively few students exited from the resource specialist program or were given a different placement. Statewide data suggest that transfers from one level of schooling to another have more to do with exiting from the resource specialist program than special education assessments.

- Fund demonstration projects. We suggest that the state begin taking active steps to explore alternative assessment strategies. The state could select the most promising alternatives from the research and practice in other states and field test their cost-effectiveness. Section 7 of SB 2059 provides one mechanism for undertaking this task.

In making these recommendations, we recognize that the assessment process will always be constrained by the availability of appropriate services. Whatever assessment methods are used, there will be students who need special attention but do not qualify for special education. Without adequate alternatives, there will be pressures to serve these students in the resource specialist program.

Findings and Policy Recommendations: Placement and Instruction

In our examination of how schools provide instructional services to resource program students, we found that the three "models" (pullout, consultation, and the Strategies Intervention Model) are rarely alternatives in practice. Pullout and consultation are terms that help to define a continuum of services, and almost every school we visited uses some combination of the two. For its part, the strategies model typically requires both pullout services (students are given instruction in learning strategies apart from their regular education peers) and consultation (as specialists and classroom teachers work together to help the student apply those strategies in the regular education setting).

We argue, then, that schools are usefully differentiated not by their service delivery model, but by the overall degree of integration of and coordination between special and regular education efforts to address the needs of problem learners. Moreover, our findings suggest that the specific method used by a particular teacher may be less important than the quality of those services. Resource specialists report that appropriate instructional support in a pullout setting is superior to poorly designed consultation services that minimize the specialist's ability to reach any students; a well-functioning program of consultation in which specialists and classroom teachers work together is superior to pullout services that may foster fragmentation in a child's day.

The findings do suggest, however, that schools that have established more integrated programs are more likely to promote greater communication and cooperation among staff and are more likely to have established a broad range of service delivery options, including consultation services. Schools with integrated programs are typically also able to serve a higher number of problem learners than schools with less integrated services. Ultimately, our findings suggest that schools are better off if they work to coordinate their various resources in an integrated effort to deal with problem learners. Such integration does <u>not</u> require the abolition of resource rooms--in fact, we found that most sites running integrated and coordinated programs offer a

continuum of services to problem learners, including opportunities for both in-class and pullout services. What integration does preclude is the establishment of separate school-level fiefdoms for different categorical programs in which staff paid from different sources work to maintain the integrity of their program at the expense of a coordinated assault on the difficulties faced by the school's problem learner population.

Local Policy Recommendations

Our findings suggest that many schools and districts can do much more to integrate and coordinate the services received by problem learners. Our first five recommendations address this issue of integration. Our last recommendation calls for further consideration of study skills curricula.

- Regular, special, and other categorical program staff have to work as a team to address the needs of problem learners. Effective instruction is often compromised when a student is passed back and forth between isolated settings run by individuals who do not communicate regularly. Instructional planning, implementation, and evaluation should be coordinated among all the professionals who hold responsibility for the instruction of an individual student. The need for coordinated services does not, however, dictate the service delivery model or service setting.

- Schools and districts should consider broadening the role of the typical resource specialist. We witnessed a number of effective programs in which resource specialists play broader roles, including team teaching, modeling effective instructional strategies for classroom teachers, serving as consultants to classroom teachers in designing and monitoring instructional programs for problem learners, and participating on grade-level teams. Such efforts might make better use of the specialist's skills while creating more opportunities for collaborative team efforts. Any such efforts have to include provisions for the specialist to reduce other duties, such as the amount of direct resource room instruction.

- In cases in which resource specialists are asked to assume new roles, school and district administrators should consider joint funding arrangements. Joint funding refers to the practice by which a specialist's salary is paid from two or more programmatic sources. Such arrangements can facilitate a specialist's assuming new roles. For example, a resource specialist who is funded from both special education and school improvement funds could more easily become part of a team during a school's reading period and take responsibility for one subgroup of students defined by their needs, not their program labels.

- Schools and districts should maintain a continuum of service options for problem learners. A range of placement and service options offers students with different learning problems alternative services, facilitates small transitions for students attempting to spend an increased percentage of their day in the regular classroom, and increases the likelihood of regular and special education interaction. This continuum might include short-term tutorial services, in-class placement with instructional aide support, in-class placement with a modified program monitored by the resource specialist, and placement in the resource room for one or two periods per day with direct instructional assistance from a specialist.

- Schools should make efforts to design instructional programs that make it possible to decrease the amount of time resource program students spend outside their regular classroom. Eventually, all resource program students have to transition back into regular classrooms, or ultimately into the real world. Thus, although segregated pullout services may be justified in the short term, if a school adopts the general principle that problem learners are the responsibility of the entire school, the solution is not long-term separation from the regular program but broadening the scope of the regular program to better meet the needs of students with a range of abilities (e.g., ensuring that regular classrooms are appropriately modified or problem learners are provided adequate support systems).

- Secondary schools should consider adopting a learning-strategies-based curriculum. Our study was not sufficiently focused on the Strategies Intervention Model to endorse unequivocally the teaching of learning strategies in secondary resource programs. Nevertheless, a significant subset of the schools we visited that had adopted the Strategies Intervention Model were able to provide evidence of real academic gains. The strategies model also places emphasis on coordination and collaborative efforts.

State Policy Recommendations

Local efforts to foster more integrated programs depend in part on state-level encouragement and assistance. Here, we outline a number of steps the state should consider if it wishes to foster more integrated programs at the local level.

Encourage Integrated Service Within the Current Legal Framework--Our first set of recommendations, which focus on steps the state can take to encourage more integrated services, are designed to be implemented within the existing legal and fiscal framework:

- Require that all segregated (e.g., pullout) instructional activities for problem learners be considered a temporary status, linked to specific remediation goals. Too often, segregated services for resource program students become institutionalized. We believe that the state could take a step toward remedying this pattern by making segregated services the exception rather than the predominant pattern of service. For example, the state could require that IEPs that call for segregated services for RSP students delineate clear and short-term goals that can be achieved only in a separate setting, as well as a timeline for returning the student to the regular classroom.

- Specify the conditions under which resource specialists (and other categorically funded teachers) can serve nonidentified students. In a majority of our sample schools, specialists provided instructional services to students not identified for the resource room program. Such services varied significantly, but they were typically justified by specialists as "win-win" situations: resource program students were helped by not being singled out as different, while nonidentified problem learners received needed services. Some teachers believed such services were perfectly legal; others doubted that they were allowable under a strict reading of state law, but argued that they were necessary. Teachers need clarification concerning when services to nonidentified students are allowable.

- Encourage districts to joint-fund resource specialists. A clear signal from Sacramento that joint funding arrangements are appropriate might facilitate local-level service coordination.

- Continue to support staff development activities that help resource specialists and classroom teachers to work more closely together. Local educators need extensive technical assistance and ongoing training opportunities if they are to implement new methods of instructional delivery. In particular, we recommend that the state increase its support of training and assistance for the methods of teaching learning strategies at the secondary level and ways for specialists to act as resources or consultants to classroom teachers.

Encourage More Integrated Service Through Changes in the Current Legal Framework--Another set of potentially promising policies would require changes in the current legal and fiscal framework. Because of the significance of such a step, we include the following set of policy changes as proposals for the state's consideration. The details of such changes would have to be developed by the state in coordination with various interest groups. We believe that these proposals provide a solid ground on which to begin such discussions.

- Consider allowing for differential caseloads. Current funding arrangements provide little incentive for specialists to declassify students and no incentives to serve nonidentified problem learners. One option that might address these issues is to allow for differential caseloads. Such a plan might have the following characteristics:

  - All students identified for and placed in the resource program retain the right to the same services they currently receive.

  - The resource specialist's caseload cannot go above 28 identified resource program students.

  - If the resource specialist's caseload drops below 28 identified students, the specialist can serve nonidentified students up to the maximum of 28, counting nonidentified students at the rate of .5.

  Such a plan guarantees all identified students their legal rights to services; it ensures that a resource specialist is not forced to serve regular education students in addition to his or her present responsibilities; and it allows for greater service to problem learners who are not identified for the resource program. As long as specialists kept their "full" caseload of 28 (e.g., 24 RSP students and 8 regular education students), their funding would not come into jeopardy.

- Consider the creation of a new category of resource specialists with broader school-level responsibilities. A second option is to create an additional category of specialist with greater freedom to consult with classroom teachers, review the progress of problem learners, and provide inservice training to classroom teachers. We could envision a new category with the following characteristics:

  - The specialist would have fewer direct instructional responsibilities for identified resource program students, serving a larger portion of these students by monitoring their progress and making suggestions to regular education teachers for classroom modifications.

  - The specialist would have a number of new responsibilities, including monitoring the progress of a small number (5 to 10) of nonidentified students; some administrative oversight for the provision of services to problem learners throughout the school; and carrying out staff development workshops for other teachers.

  - The specialist credential would require additional graduate work and the specialist's work year would be increased from 180 to 200 days (requiring an increase in salary).

  The creation of such a category of "specialist" could be optional for schools and districts; some large schools might choose to have both a traditional resource teacher and a "specialist." The new specialist position would require significant resources and effort, however.

A new credential might have to be developed. Moreover, if the new specialist's position included an extra month's work each year, this would require over $4,000 per specialist. Assuming that 10% of the current resource teachers would opt for a specialist credential, the statewide cost in salary and benefits alone would be close to $3 million. The current shortage of specialists statewide, though, raises the question of feasibility for such an option at this time.

- Consider altering the method of funding resource specialists. The only way districts and schools can receive money to fund a resource teacher is to identify, assess, and label a set of problem learners and maintain those students in the special education resource program. Lowering the number of students in the program creates a potential loss of funds; serving students not actually identified raises questions of improper use of supplementary categorical resources. These factors tend to foster the development of more segregated programs at the school level. One proposal for addressing these problems would be to alter the basic funding arrangement altogether.

  We have in mind a policy that would change the way schools receive funds for resource program services and that would:

  - Provide all schools with a guarantee of supplemental resources to deal with their problem learner populations based on student enrollment, independent of how many students are labeled "RSP."

  - Be equitable for all districts through the use of standardized estimated costs of services for problem learners.

  - Increase flexibility in the use of these resources to meet the needs of all problem learners, while maintaining existing guarantees to identified students.

Like our previous proposals, this alternative is based on an assumption that all current guarantees to identified resource program students be maintained while allowing for increased flexibility where and when local educators deem it appropriate. This alternative differs radically in that it explicitly severs the ties between funding for resource program services and the identification and labeling of students. In short: schools would be funded on the basis of their overall enrollment, not on the basis of the number of RSP students.

A school-based resource program funding allocation has a number of inherent advantages. If fully implemented, it would provide schools with generally equal resources to serve problem learners, and it would provide districts and schools with considerably more flexibility in providing resource program services. Importantly, changing the basis for funding would not change the requirements that local educators identify, assess, and label students when warranted. It would, however, reduce pressure to identify and label students simply to be assured of funds.

CALIFORNIA LEGISLATURE

SENATE COMMITTEE ON EDUCATION

Senator Gary K. Hart, Chair

Senator Rebecca Q. Morgan, Vice Chair

Hearing on

A PLAN TO IMPROVE CALIFORNIA'S LOWEST PERFORMING SCHOOLS

Report of the Task Force on Schools With Underachieving Students

June 25, 1988

345-S

To develop ways to use these lessons in many more low-performing schools, in January of 1988 Senator Gary K. Hart and Rebecca Q. Morgan, the Chair and Vice-Chair of the Senate Education Committee, formed a task force comprised primarily of principals and teachers from schools that have turned around. (See Task Force Members, Appendix A.) The task force was asked to devise a plan that could lead to substantial improvements within the next five years in a large number of the state's lowest performing schools.

The task force findings and recommendations follow:

I. Characteristics of Low-Performing Schools

Low-performing schools share many common characteristics. Recent studies and the experience of task force members indicate that low-performing schools typically have:

- School staffs that set lower standards for, and expect less from, their students.

- An academic curriculum which is different from, and significantly less rigorous than, the curriculum at higher performing schools. For example, fewer advanced math and science courses are offered, and less demanding work is required in core academic courses such as English and social studies. Poor and minority students are often "tracked" into this less demanding curriculum at a young age, from which they never emerge. As a result, many students come to believe that they are the problem -- that they cannot learn. A large number of these students eventually give up and drop out. Among those who stay, academic performance and self-esteem are seriously compromised.

- Teachers who are less experienced than their colleagues at higher performing schools, and more teachers who are assigned outside of their areas of training or expertise.

- Less access to and participation in staff training aimed at helping schools to improve curriculum and instruction.

- School management patterns that fail to involve staff in analyzing problems and acting upon them. These schools are not self-reflective; they do not engage staff in planning for school improvement or designing school reform efforts. They tend to make poor use of the discretionary resources that are available and intended to improve curriculum and instruction. They also fail to hold students and parents accountable for regular student attendance, appropriate student behavior, and completion by students of all assigned work.

- Strained or counterproductive relationships with their district offices. Instead of providing targeted support and assistance, districts tend to make too many bureaucratic demands of these schools, diffusing the time and energy of local school staffs.

- School facilities that are inadequate, out-of-date or unsound; most of these schools also face serious overcrowding.

- Patterns that isolate them from other community resources, such as health care, counselling, or other social services that could address basic family needs and thus allow students to focus more attention on learning.

While this is a long and troubling list of problems, the task force strongly believes that there are solutions to these problems. Above all, improvement is contingent upon a serious commitment on the part of school staff to improve these schools. The basis of this commitment is a belief that all students can learn regardless of their economic status, race or ethnicity.

II. Management and Teaching Staff Effectiveness

The key to improvement is the effectiveness of the school's management and teaching staff. Schools are collections of people--staff and students. The task force rejects the notion that student composition alone determines student performance. School staff, and the support they receive from district staff, parents, and the community at large, can turn a school around. (See examples, Appendix B "Schools on the Move".) For this to happen, however, staffs need:

- To become confident that their students can achieve at higher levels, and that student achievement is best accomplished through rigorous classroom instruction for all students.

- Help in learning how to analyze--and analyzing--the strengths and weaknesses of their school, and in devising a dynamic plan for school improvement. Such a plan must look carefully at the indicators used to measure staff and student progress.

- Help in organizing for change, including strengthening school level leadership skills, creating school leadership teams, gaining support from staff, students and parents, and redirecting student energy and interest toward school goals.

- Help in carrying out change, including selecting priorities; keeping the focus on a rigorous curriculum, connecting with resource people, training and materials; and making better use of existing resources.

- Continuing assistance throughout the school improvement process, including constant monitoring and periodic reports of progress,

modifying the plan as needed, and maintaining high expectations for students and staff.

III. A Plan For Action

The problem of low-performing schools is serious enough to demand strong intervention, even outside intervention, if assistance is provided over time and only limited progress is made. Recently, state policymakers and educators have proposed lifting control from local school boards over schools that are experiencing academic failure. The task force concluded that outside intervention indeed will be necessary if local efforts to build the capacity of such schools fail. At a minimum, school staff and school board members at these schools should know that they will be held accountable for implementing approaches that greatly increase opportunities for their students to succeed.

The task force believes that outside intervention can be effective only as a last resort, and only following a series of specific actions designed to improve schools within a three to five year period. The task force spent much of its time devising a specific statewide strategy to help low-performing schools initiate and implement an improvement process.

The Process

The first step is to identify a team of practitioners, talented educators whose experience includes helping to turn around low-performing schools. These school improvement consultants should be given leaves of absence from their regular assignments to work with as many as five or six schools on a continuing basis over a two to three year period, beginning in the summer of 1988.

Based on their particular experiences and expertise, the consultants will be matched with schools that need assistance. Consultants will work closely with staff at low-performing schools, district administrators, local school boards and the broader local community in a directed improvement process, to include the following steps:

° Year 1: Assemble key administrative and instructional staff from each low-performing school for a Summer 1988 training session with the school improvement consultants and other key resource people. The purpose of this training is to prepare school personnel from these schools to conduct a schoolwide study during the 1988-89 school year. The schoolwide study will include a program quality review--a careful study by the school community of the strengths and weaknesses of the current instructional program. Following the review, staff from low-performing schools will have opportunities to visit exemplary schools and programs to obtain ideas and advice regarding how to proceed. The first-year training will culminate with the selection by the school community of a Leadership Team, broadly representative of the school site staff, to develop a school improvement plan.

- Year 2: Organize in the summer of 1989 an Institute for the School Site Leadership Teams, followed by intensive training of staff who have made a commitment to stay in these schools for the duration of the school improvement process. The first priority should be training in language arts, targeted to the elementary, middle and secondary school levels as appropriate. Elementary schools that have already focused attention on language arts can proceed to mathematics and science; secondary schools can bring staff in each discipline together to do intensive work in response to the school improvement plan. School improvement consultants will play a key role by helping to identify and utilize the best possible state and regional training, material and personnel resources and by sharing information on effective practices in California and elsewhere. The consultants will also bring together groups of schools undergoing the same improvement process, so that they may provide mutual support and problem-solving. During year two, additional resources will be needed in the targeted schools to enable staff to have time for planning and intensive training. Off-site planning and visitations to exemplary schools will continue.

- Year 3: Hold a refresher Institute for the School Site Leadership Teams, so they may assess progress and gain renewed vigor. The institute will be followed by intensive training in mathematics, science, and social studies in response to school improvement priorities and targeted to elementary, middle and secondary schools as appropriate. Continue Year 2 activities as needed.

The Substance

The planning and change process at each school and district, and in each community, will differ depending upon local needs and priorities. Individuals and groups at all levels will need to work to improve the targeted schools.

Districts

- District plans and assistance. Schools can do much more with the active support and assistance of districts. Districts must give thought to preparing a districtwide plan designed to support improvement efforts in low-performing schools. Plans should include ways to insure that quality staff development, material and personnel resources are available to these schools to meet the needs identified in school-level reviews. Schools that are experiencing difficulty often look for a "quick fix"; they tend to believe that a prepackaged staff development or curricular program can provide "the answer". Schools that have turned around know that there is no easy answer--school reform is hard work. Districts and school improvement consultants can assist low-performing schools by identifying and brokering high quality services to support the school improvement effort.

- Accountability and Flexibility. District plans should specify how schools will measure progress toward locally determined improvement objectives. However, districts should grant local schools substantial autonomy while encouraging innovative approaches to school site objectives. Districts should hold schools accountable for results, but should neither discourage innovation nor dictate specific programs or procedures.

- Improvement of School-District Relations. Conflict between the central administration and the school can be a major obstacle to achieving improvement at the school level. Local school boards may need to focus on ways to help resolve conflicts between local schools and the central district administration, so that school districts can provide the support and assistance that local schools need to improve.

- Consideration of Changes in School Personnel. Good schools need teachers who have chosen to teach in their schools, not teachers who are unhappy about their assignments or who have made only a short-term commitment to the school improvement process. To improve, low-performing schools should be afforded more flexibility in selecting and retaining teachers. Both the principal and the teachers should have a say about which new teachers are assigned to their school. Teachers and administrators who are not committed to the school reform process should be reassigned. Personnel evaluations should insure that teachers and administrators who are unwilling or unable to meet high standards are counselled to find other work.

Schools

- Focus on Instruction. The focus on the improvement process will be on the instructional program. All students need to be exposed to a rich, common core curriculum. Teachers and administrators should work together to make changes in instruction and programming as necessary to assure student success with the core curriculum.

- High Expectations for Student Achievement. Administrators and teachers need to convey high performance expectations to their students during classroom instruction and throughout the schooling process.

- Staff Development. School administrators and instructional staff need time together, away from students, in the summer and throughout the school year. The best training resources must be made available to all staff in these schools, just as such resources routinely are made available to higher performing schools.

- Student Advising. Students need to discuss their plans, needs and goals with adults who will listen and provide support and assistance. In some schools, teachers have assumed the role of student advisor in "schools within schools". Students and

teachers can identify with these small school units as a sense of community is fostered and fewer students are lost in the shuffle. In other schools, counselors are provided time to work directly with students in a classroom, small group or individual setting. Other schools depend upon parent and community volunteers to provide students with much needed adult role models, advisors and advocates.

Community Officials and State Policymakers

- Attention to the External Environment. The success of schools is not independent from the larger community. Crime and unemployment in the surrounding area impact the everyday operation of schools. These factors also influence student confidence in the belief that education can make any difference in their lives. State and local elected officials must intervene to insure that communities are safe and that employment is available to those who work hard to achieve.

- Coordination of Social Services. Schools have been asked to do far too much in recent years. School staff are expected to be nurses, counselors, probation officers, job placement specialists and social workers, in addition to providing high quality instruction. It is impossible and inappropriate for schools to meet all of these demands; education, particularly for poor and minority students, is suffering as a result. Therefore, communities, particularly those with low-performing schools, must consider ways to coordinate existing social services so that student and parent needs are addressed and schools can get about the business of instruction. Schools can provide referrals, but regional entities should be strengthened or, in nearly all cases created to better plan and coordinate the provision of health, mental health, and social services. State policymakers must lend their support to coordinated social services to insure both cost- and program-effectiveness.

- Effective Parent Involvement. The role of parents in the school improvement process should be reassessed. Recent research suggests that parents can be most effective when directly involved in supporting the education of their own children; e.g., reading regularly to and with their child, helping their child with homework, discussing their child's progress with teachers. These efforts should be supported, along with parent involvement in setting overall school improvement objectives. Too many parent advisory groups diffuse energy and effectiveness. There should be no more than one parent group required by law for each school.

- Initiatives Aimed at Young Children. The arguments for initiatives aimed at younger children, for example, in the recent report of the Committee on Economic Development, are compelling. State and regional agencies should consider ways to create or augment pre- and postnatal care for high risk mothers and follow-

up care and developmental screening for infants; parenting education for mothers and fathers; family health care and nutritional guidance; and quality preschool and child care services for three- and four-year olds. This will help to insure that when they enter elementary school, students will be healthy and developmentally ready to succeed in school.

IV. Monitoring and Intervention

School improvement efforts must be carefully monitored and evaluated. If, after a reasonable time, local improvement goals are not met, outside intervention will be required. Schools and districts should be held accountable for measurable student progress toward clearly stated goals. The school improvement process should be carefully monitored through use of multiple indicators. In addition to test scores, ways to chart progress include: measures of student and staff attendance; incidents of vandalism; measures of student truancy; student, staff and parent perceptions of the school and the instructional program; numbers of "D" and "F" grades; rigor of curricular offerings; and number of students enrolled in advanced courses. Longitudinal data can also provide information on student performance at the next level, such as success in achieving employment or admission to higher education. To the extent that test scores are used to measure progress, the baseline testing period will take place in the second year, to afford time in the first year for schoolwide study, planning and program design.

The state must provide a statutory framework and resources necessary to support school improvement and monitor student progress. Clearly, additional resources must be allocated to and redirected within these schools to support the intensive training and support recommended by the task force. The state must insure that such resources are used to augment, and not supplant, the core curricular and instructional school programs. Beyond that, the state should provide substantial flexibility to local schools and districts to consolidate resources for the school improvement effort, and to use resources as they see fit.

The state should insure that local school districts, and schools, have the resources and assistance necessary to carry out the school improvement process proposed by the task force prior to and during any intervention. Schools that demonstrate significant progress in enabling underachieving students to succeed should be recognized and rewarded. If after a reasonable period of time--two to three years--school improvement goals are not being met, outside intervention in low-performing schools will be necessary. State law should allow for the governance of school districts to be placed in the hands of an experienced practitioner, as necessary, to insure that the steps needed to improve low-performing schools are carried out.

California Commission on Educational Quality

REPORT TO THE GOVERNOR

GOVERNOR
George Deukmejian

June, 1988

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APPENDIX C

SUMMARY OF REPORT RECOMMENDATIONS

SETTING EDUCATIONAL GOALS AND STANDARDS

1. The Commission recommends that legislation be enacted to require the State Board of Education to establish a representative statewide task force of educators, parents, business leaders, and other citizens to clearly identify Statements of desired expectations for graduates of California's K-12 educational system, including noncourse specific requirements, such as citizenship, demonstrating a concern for others, and a commitment to democratic ideals. Once these expectancies have been identified, grade-level standards should be established to lead to the achievement of those expectancies. (Page 5)

2. The Commission recommends that the State Department of Education develop curriculum and programs which implement the goals specified in the State Constitution and in Education Code Section 44806 to provide more emphasis on nonviolence and good citizenship. (Page 6)

3. The Commission recommends that legislation be enacted to require a school safety plan for each school and that county offices of education, or the appropriate intermediate organization, be required to review and approve the plans. (Page 7)

4. The Commission recommends that a percentage of the discretionary State funds now available through the Office of Criminal Justice Planning, the Youth Authority, and the Federal-State Advisory Group on Juvenile Justice and Delinquency Prevention be designated to assist with implementing school safety programs. (Page 7)

5. The Commission recommends that the State Department of Education, in conjunction with the State Board of Education, the Department of Finance, the State Controller's Office and the Auditor General develop operational definitions of various types of reserves for school districts and identify "adequate" and "inadequate" reserve expectancy levels for various sizes of districts. (Page 9)

6. The Commission recommends that the Department of Education be required to review the purpose of all data requests and eliminate those that duplicate other requested data or are of questionable value in relation to the cost of compilation. (Page 9)

7. The Commission recommends that all school districts use multi-year financial planning and that the State Department of Education contract with financial consultants to develop models for multi-year spending plans for use by local education agencies. The plans should accommodate differences in type, size, and location as well as make-up of the student population served. (Page 11)

8. The Commission recommends that a base funding allocation model be developed by a task force with representation from the Department of Finance, Department of Education, Legislative Analyst's Office, appropriate legislative fiscal and policy committees, and other principal participants in K-12 education. Page 13)

9. The Commission recommends that all school district program funding be annually adjusted by the same percentage change as determined by a common formula. (Page 15)

10. The Commission recommends that the current single annual cost-of-living adjustment be replaced with dual adjustments: (1) a Base Program Maintenance Adjustment to cover costs of salary schedule maintenance and operating expense price increases: and (2) a Salary and Benefit Increase Adjustment to cover salary and benefit enhancements. (Page 15)

11. The Commission recommends that legislation be enacted to require the Superintendent of Public Instruction, upon findings of a base revenue limit deficit, to continue to allocate base revenue limit apportionments at a rate which would provide full funding for the year to the level of the February estimates. In this event, the State would appropriate sufficient funds in the annual deficiency bill to fully fund any actual deficit in the State School Fund. (Page 16)

12. The Commission recommends that funding for Small School District Transportation, Small Continuation High School start-up, Necessary Small Schools, and Meals for Needy Pupils be rolled into the base revenue limit. (Page 18)

13. The Commission recommends that a revenue limit worksheet task force be convened by the State Department of Education for the purpose of making technical changes to simplify the revenue limit worksheet. (Page 18)

14. The Commission recommends that a positive attendance system model be implemented on a statewide basis after the Department of Education reviews the historical excused absence rate data. (Page 20)

MONITORING AND ASSESSMENT

15. The Commission recommends that legislation be enacted to require the State Department of Education, with approval of the State Board of Education, to develop a standardized statewide testing system which measures individual student competencies against the newly recommended statewide student performance standards at every grade level; is State and nationally normed; replaces local minimum proficiency tests: and provides for the timely reporting to schools of test results classified, among other ways, according to the sex, ethnicity, and socio-economic status of students. (Page 23)

16. The Commission recommends that the Miller-Unruh Reading Basic Program be amended to allow locally determined instructional delivery methods. (Page 25)

17. The Commission recommends that the Administration continue to allow program statutory and regulatory provisions to sunset if the result might be increased local management authority. (Page 25)

18. The Commission recommends that the categorical program sunset statutes be amended to refocus the State's evaluation efforts on the allocation of funding, in contrast to the current emphasis on evaluating program delivery methods. (Page 26)

19. The Commission recommends that the system of monitoring student performance be modified to provide for the measurement of outcomes against established standards for all students, including special categorical student populations. (Page 26)

20. The Commission recommends that legislation be enacted to incorporate into the State and local school quality indicators, or into a similar monitoring system, annual standardized assessments of student progress in noncourse specific areas not measured by CAP, but included in the desired statewide expectations, as well as academic areas. (Page 28)

21. The Commission recommends that legislation be enacted to require the State Department of Education to report CAP data in a manner which indicates each school's overall statewide

ranking and improvement rates, in addition to reporting by comparison to other schools with similar student backgrounds. These school and student performance ratings should be provided annually to all parents and should reflect the performance of students and schools in comparison to other students and schools statewide. (Page 28)

22. The Commission recommends that legislation be enacted to provide criminal sanctions for willfully erroneous reporting or nonreporting of school crime statistics; to transfer the administrative responsibilities to the Department of Justice; to require a more timely dissemination of the information to local agencies; and to study ways for obtaining more accurate information, such as comparing school suspension and expulsion reports. (Page 31)

23. The Commission recommends that the Governor convene a task force to develop a model school safety assessment tool and that the Attorney General update vandalism materials and information to reflect new laws, codes, and technology. (Page 32)

24. The Commission recommends that legislation be enacted to establish a California School Safety Institute to serve as a clearinghouse for materials, program models, legal research, training, consultation, and to provide research on designated school crime topics including drug and alcohol information. (Page 33)

25. The Commission recommends that legislation be adopted to provide the State Department of Education with the authority to enforce the requirements of the Early Warning System. Enforcement authority could include reducing or withholding the salaries of or levy fines on, those responsible for noncompliance with reporting requirements. (Page 35)

26. The Commission recommends that the State Controller's Office develop meaningful fiscal indices for inclusion in local education agency audit guides along with instructions for auditors to summarize the fiscal health of the local agency in the annual audits. (Page 35)

27. The Commission recommends that auditors who do not comply with State instructions and audit standards be prohibited from performing future school district audits. (Page 36)

STUDENTS, PARENTS, EDUCATORS, AND THE COMMUNITY

28. The Commission recommends that legislation be enacted to require prospective teacher candidates, prior to their final year of college, to spend time observing a K–12 classroom prior to taking subsequent teacher education credential classes. In addition, teacher candidates, in their fifth year, should be required, prior to completing coursework, to complete a residency teaching assignment under a mentor teacher. (Page 39)

29. The Commission recommends that California begin extending its certificated staff year to allow additional nonteaching days beyond the regular school year, with the provision that staff development time not be taken at the expense of student classroom time. (Page 40)

30. The Commission recommends that legislation be enacted to establish a Leadership Academy Program which uses the most successful California school principals to provide staff development to other principals, especially those from the State's lowest performing schools, to achieve high student learning success rates. (Page 42)

31. The Commission recommends that the Governor initiate a "Governor's Leadership Fellows Program" specifically for training leaders of low performing schools. (Page 42)

32. The Commission recommends, therefore, that a curriculum framework be developed and designed specifically to meet the needs of school business officials and that certification be required of all new school business officials. (Page 43)

33. The Commission recommends that the Legislature hold hearings in order to clarify, and promulgate in legislation, the definition of the scope of collective bargaining so that the collective bargaining process will be equitable for all parties involved. (Page 45)

34. The Commission recommends that public disclosure and public participation be required prior to the adoption of collective bargaining agreements and administrator compensation adjustments. (Page 47)

35. The Commission recommends one of the following three options: 1) that the March 15th and May 15th layoff notice dates be repealed and local agencies be given the option to negotiate any alternative notice requirement; 2) that layoff notices be required by July 15th of each year, a time more closely allied with final State budget decisions; or 3) that timing requirements for layoff notices be subject to legislative hearings and possible statutory revision. (Page 48)

36. The Commission recommends that legislation be enacted to establish procedures which provide for a more efficient and equitable process for dismissing incompetent teachers. (Page 49)

37. The Commission recommends that school districts and the State adopt policies that promote intra-district open attendance, to provide greater parental choice for their children's educational opportunities and to encourage schools to become more effective. (Page 54)

38. The Commission recommends that all schools be required to use a coordinated, comprehensive planning process for school programs. The process should involve parents, students, teachers, administrators and other local community members to ensure that all student learning needs are identified and the base educational program is provided to all. (Page 55)

39. The Commission recommends that the number of programs which may be coordinated under the School-Based Program Coordination Act be increased. The Commission further recommends that the Department of Education, in its internal organization and operation, increase its efforts to deal with student needs in the context of coordinated planning and delivery and stress this approach in its dealings with local education agencies. (Page 56)

40. The Commission believes, therefore, that school site planning should be entrusted to a single school site council, for only in that way can the needs of the individual be put into the context of the entire school environment. Existing councils should be integrated within a given period of time to help eliminate the self-serving results which separate committees produce. (Page 56)

41. The Commission recommends that school and law enforcement cooperative programs as now administered through the Department of Justice and the Department of Education be supported and expanded. Furthermore, the Commission recommends that programs such as student responsibility models, conflict resolution and peer mediation, interagency cooperation, community involvement, and public/private partnerships have a higher priority among the programs of the appropriate State and local agencies. (Page 57)

42. The Commission recommends that the Office of Criminal Justice Planning or the Office of Emergency Services establish an on-call State emergency response team for assisting schools with trauma resulting from major violent acts. (Page 58)

EFFICIENCY IN PROGRAM AND SERVICE DELIVERY

43. The Commission recommends that the role of the State be redefined from one of prescribing specific methods for program delivery and assessment to one of setting broad policy direction and monitoring effectiveness in terms of outcomes measured against defined quality indicators. (Page 60)

44. The Commission recommends that relevant State statutes and regulations be revised to reflect an assumption that if a target population exists at a school site, and if funds are provided to that site for the benefit of that population and are allocated to that population in the school site plan, that the expenditure of such funds does, in fact, benefit the target population. (Page 63)

45. The Commission recommends that separate State categorical aid appropriations and programs for meeting special student needs be continued. (Page 64)

46. The Commission recommends that the funding for the Foster Youth Services program be folded into the base revenue limits of the four districts now receiving funding. (Page 65)

47. The Commission further recommends that the School Improvement Program, which offers the greatest opportunity to implement local management authority and school-community planning combined with program quality reviews, continue to be supported and expanded. (Page 65)

48. The Commission recommends that the School-Based Program Coordination Act be amended at the earliest date to allow for the coordination of resources for the following additional programs:

    Adult Education
    Continuing Education
    Independent Study
    Opportunity Schools and Programs
    Regional Occupational Centers/Programs
    Work Experience Program
    Native American Indian Education
    Tenth Grade Counseling
    9–12 Instructional Materials
    (Page 65)

49. The Commission recommends that the Administration continue to pursue equity in the costs of child care services offered in Department of Education administered programs in contrast to privately funded services licensed by the State. The Commission further recommends that a prohibition be placed on the use of non-child care and development school system funding for school-run child care and development programs. (Page 67)

50. The Commission recommends that State policies calling for the provision of the core curriculum for all students and for ensuring that categorical programs supplement or enhance the core curriculum be maintained. State statutes which set out statewide instruction related policies should be maintained. However, the process of waiving the requirements of such statutes should be delegated to school district governing boards for those statutes routinely waived by the State Board of Education. (Page 68)

51. The Commission recommends that class size reduction be a local option, to be used as deemed appropriate by school districts, rather than as an additional statewide mandate. (Page 70)

52. The Commission recommends the consolidation and. where appropriate, the unification of school districts, and therefore recommends that legislation be enacted to direct the State Superintendent of Public Instruction to identify minimum and maximum school district sizes and optimum school district configurations and to propose an implementation plan to achieve statewide conformity. (Page 72)

53. The Commission recommends the development of a more efficient and effective intermediate unit structure to enhance education service delivery and avoid costly duplication. Therefore, the Commission recommends that legislation be enacted to direct the Superintendent of Public Instruction to identify a more appropriate regional intermediate unit configuration for the K–12 educational system. and to develop an implementation plan, with State Board of Education approval, which will abolish the county offices of education and create in their place intermediate regional offices of education. (Page 74)

54. Therefore. the Commission recommends that the State Board of Education require the Department of Education to implement a region-based management information model. The Superintendent should make annual reports to the State Board, Governor, and Legislature for use in statewide policy development. (Page 74)

55. The Commission therefore recommends that legislation be enacted to expand State-supported preschool programs to accommodate. at a minimum, all students who are identified as being at-risk of future academic failure. (Page 76)

56. The Commission, therefore, recommends that the State Department of Education provide funding for the development, piloting, and evaluation of promising model programs that make use of various instructional times and schedules to meet the differing learning needs of students. (Page 77)

57. The Commission recommends that the State Educational Technology Committee make a concerted effort to review existing State and locally funded pilot educational technology projects and thoroughly evaluate the findings to determine the most effective ways to use educational technology to improve student learning. These findings should be made available to all school districts. (Page 78)

58. The Commission therefore recommends that the State undertake a coordinated effort involving all the principal representatives of the various components of the K–12 education system to develop a single coordinated proposal for dealing with rising health insurance costs. A single unified proposal will improve the chances of solving the problem to the satisfaction of those people involved. (Page 80)

59. The Commission recommends that California negotiate with Federal agencies to adopt less restrictive regulations for the compensatory education program. The regulations should allow the use of all ECIA Chapter 1 funds on a "schoolwide project" basis; consider low student achievement as well as poverty in program targeting; and allow a longer phase-out of funding when student achievement improves. (Page 80)

ASSISTANCE AND INTERVENTION

60. The Commission recommends that the State Department of Education establish an Educational Incentives Repository, which would catalog information on local incentive programs in operation in California and other states and make the information widely available to schools and school districts. (Page 86)

61. The Commission recommends that the State establish a two-tier district accountability and school performance incentive program that would recognize districts that attain specified fiscal and management objectives and reward schools that meet goals of improvement or high achievement in certain educational quality indicators. (Page 87)

62. The Commission recommends that legislation be enacted to require children of families who receive Aid to Families with Dependent Children (AFDC) benefits to attend school as a condition of receiving the full AFDC payment, subject to due process protection and social services assistance. (Page 90)

63. The Commission recommends that legislation be enacted to require adequate student attendance and a grade point average acceptable for high school graduation as conditions of receiving a California driver's license prior to the age of eighteen. (Page 90)

64. The Commission recommends that the State of California provide a tax credit to encourage parents and guardians to participate in and successfully complete courses which demonstrate effective child rearing practices and include activities and techniques that parents can use to assist their children to succeed in school. (Page 92)

65. Legislation should therefore be enacted to provide a tax incentive to businesses that allow employees to spend time in their children's classroom or to participate in their children's school activities for a full day at least twice annually at no loss in salary to the employee. (Page 92)

66. The Commission recommends that the State statutorily establish a three-phase assistance and intervention process for local education agencies which fail to meet minimum fiscal management standards or minimum educational standards for students in one or more of their schools. Precise standards governing and triggering intervention should be adopted by the State Board of Education, with advice and assistance from representative task forces. (Page 92)

67. The Commission recommends that legislation be enacted authorizing a State-appointed fiscal trustee to petition the appropriate court to suspend specific fiscal provisions of any district contract if the provisions would significantly impair the ability of the district to meet its financial and educational obligations. (Page 93)

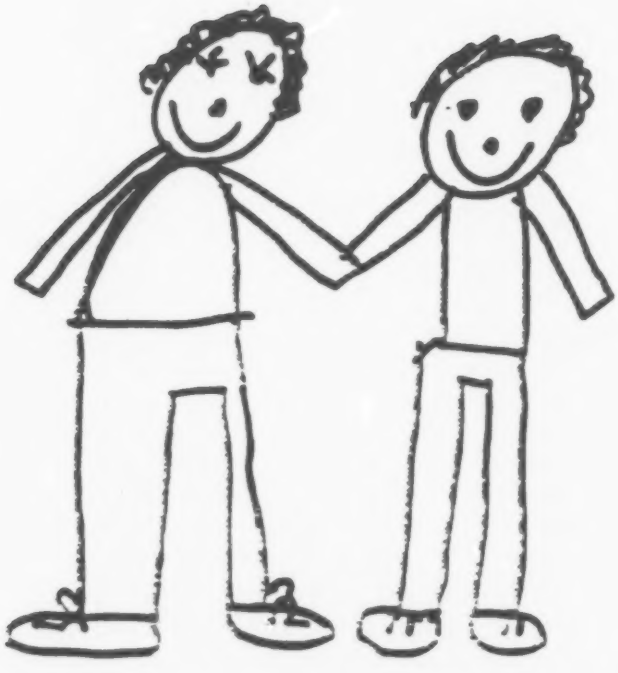
68. The Commission recommends that specific statutory authority be granted to a district during Phase II intervention and to a trustee appointed during Phase III intervention, allowing for the temporary termination of educational services, reassignment of staff, and subsequent reopening with new staff. (Page 97)

69. The Commission recommends that principal/teaching teams in low performing schools be required to receive assistance from a "Governor's Leadership Academy" prior to any action being taken to place the school into academic receivership. (Page 97)

Full Report

Here They Come: Ready or Not

Report of the School Readiness Task Force



California Department of Education
Bill Honig, State Superintendent of Public Instruction • Sacramento • 1988

Major Recommendations:

- That all districts IMMEDIATELY examine how their current kindergarten programs would benefit from an integrated experiential curriculum. An integrated program maximizes the opportunity for each child to participate in activities at his/her own level. For example, a child who enters kindergarten already reading at a second grade level should be given opportunities to expand his/her knowledge of literature. Likewise, a child who enters kindergarten unable to identify letters should be given opportunities to learn at his/her own rate. An age-appropriate and developmentally appropriate curriculum in kindergarten relies on manipulatives, for example blocks, and a balanced approach to skill-specific academics. This can only happen when teachers adapt their classroom approaches to the developmental needs of young children. In addition, the Task Force strongly believes that districts using intelligence or school readiness tests for placement or exclusion of children in their first formal school experience must discontinue this practice in order to avoid tracking of children.

- That the State of California reconfigure present educational programs into early primary programs for instructional planning for children ages four through six which will be based on:

  - an integrated, experiential curriculum that is individualized to meet the developmental needs of each child based on the National Association for the Education of Young Children's Developmentally Appropriate Practice in Early Childhood Programs Serving Children from Birth Through Age 8 (see Appendix).
  - teachers trained in early childhood education/child development theory and practice.
  - smaller classes
  - planned articulation with prior and subsequent schooling

- That children be eligible to enter the program in the year that they reach three years, nine months and will leave the program in the year that they reach six years, nine months. This approach will give teachers flexibility to use both self-contained classrooms and mixed wide-age groupings.

- That the program must meet the special needs of the rich cultural diversity that characterized California children, including multiple opportunities for language interaction rather than an inappropriate direct teaching of language. The primary language that the child brings to school will be valued, accepted, and utilized in learning basic concepts while, at the same time, the child is acquiring English. The ultimate goal is academic success and proficiency in English without loss of proficiency in the home language.

- That the assessment of children will be developmentally appropriate. Assessments used by the teacher to plan individualized activities to maximize each child's progress must rely on teacher observations, supplemented by individualized testing only when necessary.

- That appropriate developmental screening instruments will be used to identify children with exceptional needs who may need an enriched curriculum because they are so developmentally advanced or who may need special education and related services. All children with exceptional needs will be provided programs in a variety of age-appropriate environments.

Implementation Recommendations:

Appropriate Educational Programs for Four through Six Year Olds

Integrative, Experiential, Age-Appropriate Curriculum

Model Curriculum

- SDE distribute NAEYC's Developmentally Appropriate Practice in Early Childhood Programs fore each administrator and teacher in public school programs for children ages four through six.

- SDE purchase and distribute a new language arts, mathematics, fine arts, physical education, science, and history/social science framework and model curriculum guide for each administrator and teacher in public school programs for children ages four through six.

- SDE encourage optimum flexibility with the basic instructional materials list so that it consists of more manipulative (blocks, etc.) and other developmentally appropriate materials for children four through six, as outlined in the NAEYC practices and the SDE language arts, mathematics, and history/social sciences frameworks and model curriculum guides. These are not auxiliary but basic materials. There needs to be a person with expertise in child development/early childhood education on every curriculum commission.

- SDE encourage districts to purchase manipulative and other developmentally appropriate materials directly from vendors using funds allocated for textbooks.

Class Size and Adult: Child Ratio

- SDE sponsor legislative action to provide a maximum adult:child ratio of 1:12, including one credentialed teacher trained in child development/early childhood education and one aide trained in child development/early childhood education for every group of 24 children.

Articulation

- SDE actively encourage districts to develop planned links in articulation between programs for four year olds, the early primary program, and the primary and intermediate grades of elementary school.

Cultural Diversity

- SDE actively encourage districts to represent cultural diversity in staffing of programs for children four through six.

- SDE actively encourage teacher training institutions and high school programs to recruit minority students for teaching in programs for children four through six.

- SDE actively encourage teacher training institutions to emphasize proficiency in another language and multicultural curriculum.

- The staff should include teachers who come from the nearby community served by the program and who are racially and ethically representative of the children served and are sensitive to their linguistic differences.

Children with Exceptional Needs

- SDE encourage special education local plan areas (SELPAS) to expand services to individuals with exceptional needs, ages three through five, immediately rather than by 1991 as authorized by State law AB 2666-87.

- Special education and related services be provided in individual, small and large groups, in a variety of typical age-appropriate environments, and include opportunities for active parent involvement.

- Exceptional children should be provided services with nonhandicapped peers to the extent possible.

Teacher Preparation and Training

- SDE offer in-service training and technical assistance to administrators, school boards, teachers, and parents re: developmentally appropriate practices for children, ages four through six, using NAEYC materials and SDE frameworks and model curriculum guides.

- SDE actively encourage teacher training institutions to include programs for multiple-subjects credential with early childhood emphasis.

- SDE actively encourage teacher training institutions to recruit minority students and to emphasize proficiency in another language and multicultural curriculum.

- SDE actively encourage teacher training institutions to emphasize child development/early childhood education for all elementary teachers.

- SDE actively encourage teacher training institutions and the Commission on Teacher Credentialing to increase sponsorship of pre-service internship programs for teachers of children, ages four through six.

- SDE encourage school site councils and administrators to allocate School Improvement Program (SIP) funds for child development/early childhood education training of teachers and aides currently teaching in programs for children ages five and six.

- SDE sponsor legislative action to require that teachers of four through six year olds in the early primary programs in public school be credentialed teachers with child development/early childhood education training. For those teachers who do not now have such training, it may be pre-service, in-service, or college courses.

- SDE sponsor legislative action to make salary scales for programs for four year olds within public school districts comparable to K-12 programs based on training, credentials, and experience.

- SDE sponsor legislative action to include the statutory COLA in programs for four year olds both within the public schools and private nonprofit programs.

Full Day Programs

- SDE should sponsor legislative action to provide an option to increase duration of programs for children ages four through six to coincide with the hours of the primary school day in each district when the program includes developmentally appropriate activities throughout the day.

School-Age Child Care

- SDE actively encourage districts to develop planned links in articulation between public school programs and neighborhood child care services.

- Additional funding should be available to meet the child care needs of income eligible families. Whenever possible child care programs should serve both income eligible and fee paying families.

Assessment

- SDE make a policy recommendation and issue guidelines to all districts to encourage teachers to use alternative means of assessment to individualize instruction and to not use standardized testing for placement or exclusion of children, ages four through six.

- SDE inform all districts and enforce the law concerning testing of Black and Hispanic children and their placement in special programs.

DELIVERY

New Programs

- Lower the Education Code definition of school entrance age to three years, nine months for public school districts meeting State Department of Education criteria offering the early primary programs.

- Provide supplemental funds to public schools through application or competitive grant processes for the following types of activities:

  o training and planning at the school and district level
  o lowering class size
  o increasing instructional time

- Allow both public schools and private agencies to educate four year olds through a competitive grant process in which applications would be approved on the basis of criteria developed by the Department and consistent with the recommendations of this report. School districts should take the lead in organizing such programs along the lines of the Latchkey programs established in 1985 as a result of Senate Bill 303 (Roberti). In this process, school districts would receive priority funding when applications of equal merit are received for the same geographic area. Further, priority should be given to programs serving a majority of at-risk children (i.e., children living in poverty, limited-English-proficient children, children with exceptional needs, or abused and neglected children).

- The State Department of Education should create an evaluation process (similar to that used by the National Association for the Education of Young Children) to develop clear criteria for funding of programs, based on the recommendations of this report. The State Department of Education should ensure participation from program representatives (public and private, nonprofit) in its administration and policy development activities.

- Provide funds for expanding child care and development services.

New Facilities

- Increase the current state school building aid square foot per pupil allowances to increase the space available for preschool, kindergarten, and child development programs.

- Provide sufficient facilities funding for public schools that have the greatest unhoused need in the early primary grades, particularly those with thigh concentrations or large number of at-risk children.

Governance

- SDE ensure that a governance unit within the K-12 structure for programs for children four through six include appropriate participation of the Child Development Division.

PUBLIC MEDIA CAMPAIGN

- SDE contract for the production of a media campaign for the public about developmentally appropriate practices for children ages four through six. The following points, stressed differently for the different audiences, will be the center of the campaign:

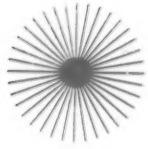
- Young children go through predictable stages of development which cannot be accelerated.
- The child's stage of development predicts how that child sees and explains the world and events around him/her.
- Children today, despite "Sesame Street" and other modern advantages, still need an appropriate developmental curriculum.
- Four-through-six-year-old children learn best through purposeful play in a rich, stimulating, well-planned environment. This type of environment may best be demonstrated by narrated examples.
- The goals and outcomes of a developmentally appropriate program are not exclusively academic.
- Programs stressing self-initiated learning and self-esteem have long-term benefits for students and society.
- An understanding of child development/early childhood education is essential for teachers and administrators at all levels.
- Parents and teachers are partners in the education of young children and are advocates for them.
- School readiness assessments are not appropriate for placement of children.

- The State Department of Education should contract out this campaign to a professional marketing agency. However, the Task Force recommends the following forms of communication appropriate for each of five audiences:

Children Themselves
General Public
Parents
School Officials
Teachers

Return to Greatness:

Strategies for Powerful Improvements in Our Schools



California Must Recognize and Adapt to Changes in Society

California Must Promote Local Leadership

California Must Build a Partnership Between Teachers and Administrators

California Must Significantly Increase Spending on Education

October 1988

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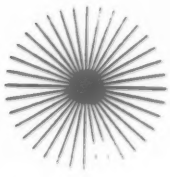
Summary

Recommendations

1: California Must Recognize and Adapt to Changes in Society



- **We must recognize our cultural change from an agrarian-based society to one based on knowledge/service work.**

  We must alter our school year, and we must alter the way we use education time to provide more opportunities for students to receive quality education.

- **At-risk students must be educated in smaller units to allow for more effective instruction.**

  Concentration on language skills in the early years of education is critical to later success.

- **Every student must meet the performance expectations for each grade level, no matter what special resources are needed to achieve this goal.**

- **Each local community must have a youth services policy that links school district, community, state, and federal programs for maximum effectiveness.**

- **California must separate the costs of instruction from the costs of providing youth services.**

2: California Must Promote Local Leadership

Where Decisions Should Be Made

- **The professionals at the school site—the teachers and principal—should make decisions and implement them in accordance with the district's vision and expectations.**

  They should be responsible for establishing instructional approaches, methodologies, and strategies. The central office staff should serve local school sites, to allow local building-level professionals to concentrate on instruction.

- **The superintendent, as chief executive officer, must provide leadership and vision for the school district. The superin-**

tendent must select principals and then support them effectively.

- **Local school board members must serve as trustees.**

  The board should hire the superintendent and approve the appointment of the superintendent's staff. The board should establish policies that assure that state expectations are met, and establish local expectations of the schools. In setting policies to guide the district, the board should provide clear guidance on the roles and responsibilities of the superintendent and administrative staff. Training for school board members is of critical importance.

- **The California Department of Education should continue its efforts to develop effective and unburdensome monitoring mechanisms.**

  The department should serve as a clearinghouse for the sharing of innovative educational practices among local school districts. A strong analysis and research capacity should be developed to provide local school districts with useful data and research findings.

- **The Department of Education should continue to provide leadership and to develop curriculum frameworks that districts can use as guidelines.**

- **The state should set clear expectations for the performance of the public schools, but should not prescribe how the expectations will be met.**

  Such expectations should be monitored through statewide indices such as student achievement tests, retention rates, college attendance, job placement, community service, and extracurricular involvement of students.

- **The governor, the legislature, the state board of education, the state superintendent of public instruction, school boards, local administrators, and teachers should provide leadership for the creation of a restructured educational system.**

Deregulation

- **Parents should have an increased opportunity to select the public school program their child attends, either in the district where they live or in the district where they work. While we believe strongly in this idea, we hold resolutely that we must not further segregate students, nor deny equal access.**

- **The Commission believes overall teacher compensation must be elevated to levels that will attract and retain the best people for the profession.**

  Compensation must be closely tied to professional models that recognize outstanding achievement—a career ladder approach, for example.

- **Beginning teachers must be provided additional support and appropriate workloads to allow for development of teaching skills.**

  Tenure should be granted through a five-year process, providing ample opportunity for teacher development. Granting of tenure should be based on the judgments of professionals with expertise in grade level and subject, on principal evaluations, and on student performance.

Administrator Preparation and Staff Development

- **A greater investment at the state and local levels must be made in staff development. Staff development must be an integral part of the contract year. Such time should be in the form of additional contract days.**

- **A legislatively created credentialing board, with representatives from throughout the education profession, should be formed to determine the content of administrator preparation programs, to issue credentials, and to remove credentials for cause. Administrators should be periodically recertifed.**

  To allow schools to create their own paths toward effectiveness, we must acknowledge that administrators and teachers alike will need time to meet both formally and informally; they will also need frequent staff development opportunities and considerable patience with one another. Important change involves risk, and trial and error, and the transition process will proceed best in an atmosphere of good-humored forbearance.

4: California Must Significantly Increase Spending on Education

- **The State Constitution should be amended as follows:**

  Require the Legislature to establish base levels of funding on three-year rolling cycles to allow school districts sufficient time to plan their programs;

  Establish a five-year plan for closing the per-pupil funding gap that currently exists between California and the top 10 states in the nation (excluding Alaska);

- **The education code should be changed from an overly prescriptive regulating document to a broad constitution in those areas relating to expectations, state monitoring, curriculum, employment, and employee relations. Aspects of the code that result in overregulation should be eliminated.**

3: California Must Build a Partnership Between Teachers and Administrators

- **School boards and administrators must take primary responsibility for creating an environment for proposing and nurturing a partnership-based decision-making process.**

  Teacher unions must participate equally in proposing and nurturing such partnerships. Business, community, and elected leaders must also provide strong support.

- **School culture must create a climate that motivates all within it, provides opportunities for innovation, and rewards excellence.**

  The school system must change to accommodate a new work environment—one that will allow teachers to teach, will use technology to increase productivity, and will provide adequate support staff. Shared decision making will help the movement toward a new work environment.

- **Future relationships between central office administrators, teachers, and site administrators should be lifted to the collegial level.**

  Responsibility for making important decisions that directly impact the success of school programs, as well as the commitment to implement these decisions, must be accepted and shared by professional staff at all levels.

- **Teachers are professionals. The centerpiece of a profession is a partnership decision-making model built on respect and trust.**

  The current educational bargaining process is based on the industrial union model. The Commission holds that professional educators should not use such a model, because it creates a work rule mentality, utilizes adversarial techniques, and creates combatants rather than facilitators and leaders.

  The essence of a professional relationship is to minimize matters formalized by contract and subject to third-party intervention and interpretation. This Commission makes a sharp distinction between core salary, benefit, and due process matters that should be formally bargained, and the broad range of educational, instructional, and work environment matters that administrators and teachers should jointly decide.

Reapportion state and local revenue sources so that local sources make up a much larger share of school funding, and give school districts authority, subject to majority voter approval, to raise additional revenues for school improvement (such additional support should be on top of funds provided through the existing district revenue limit mechanism and must be "Serrano Neutral");

Make all local elections to increase local property tax revenues and to enact parcel taxes and general obligation bonds subject to a majority of the electorate, rather than a two-thirds vote; and

Modify the Gann Spending Limits to allow for the expenditure of increased state and local revenues.

- **The state's current per-pupil allocation formula must be rewritten to include an added calculation for lower socio-economic students and at-risk students who require additional support at increased costs.**
- **To compromise between the elimination of categorical programs and block grants, we recommend that the school-based Programs Coordination Act (AB 777) be amended to grant local school districts and their communities greater autonomy and flexibility in funding and staffing site-level programs designed to help children in need.**
- **California's school infrastructure must receive immediate attention. We must invest in added facilities, remodel outdated facilities, and maintain the existing physical plant. We cannot continue to defer maintenance.**

RESTRUCTURING CALIFORNIA EDUCATION

A Design for Public Education
in the
Twenty-First Century

Recommendations
to the
California Business Roundtable

SUMMARY

BW Associates

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THE RECOMMENDATIONS

1. EXPAND AND FOCUS SCHOOLING

A. Establish primary schooling for all students

B. Focus and consolidate elementary and secondary education on core academics

C. Institute a post-10 student option of specialized education

2. ESTABLISH ACCOUNTABILITY BASED ON PERFORMANCE AND CHOICE

A. Set student performance goals, institute state-wide exit tests, and deregulate schooling

B. Strengthen school performance reports and intervene in failing schools

C. Support parental choice of expanded school options

3. ESTABLISH SCHOOL AUTONOMY, AND EMPOWER PARENTS, TEACHERS, PRINCIPALS

A. Provide schools with discretionary budget funding and authority

B. Involve parents, community members and teachers in school governance

C. Expand teacher responsibilities and promote team approaches to instructional management

4. MODERNIZE INSTRUCTION

A. Redirect staff development to advance implementation of effective practices

B. Enable all schools to integrate technology into instruction and management

C. Promote adoption of flexible educational programs

5. STRENGTHEN THE TEACHING PROFESSION

A. Establish multi-tiered teaching system with higher salary rates

B. Upgrade process of becoming a teacher

C. Assure continuing high professional standards

6. CAPITALIZE ON DIVERSITY

A. Build school capacity to provide English language acquisition

B. Assure foreign language proficiency for all children

C. Establish critical and minority teacher shortage program

1. EXPAND & FOCUS SCHOOLING

THE NEED

In response to outside forces, educational programs have vacillated between high academic standards and mass education without adequate attention to standards. The organization of schooling reflects this tension and prevents schools from achieving either excellence or equity. Schooling must be reorganized so that high standards are expected of all students.

Many Poor Children Start Behind, Never Catch Up. Children who "fail" kindergarten—in part because their families do not have the resources for pre-schooling—are often labeled as "underachievers" and separated from regular classes to receive remedial work. Remediation has been ineffective and costly.

Organization of Schooling Limits Achievement. Pupils are generally separated into academic and non-academic tracks, with most students from poor, non-English speaking, and minority backgrounds placed in lower tracks with different curriculum and lower standards. Research shows that both high- and low-achievers learn less under tracking. Most dropouts occur from the lower track in the last two years of high school.

Junior High Schools Have Been Ineffective. The gaps in learning between male and female, white and Black or Hispanic, and high and low achievers grow larger in junior high school.

Wrong Emphasis in Curriculum. Schools are asked to do both too much and too little. Many courses are offered, yet the curriculum does not go very deep. Higher standards have meant learning specialized facts rather than higher order skills and breadth of knowledge.

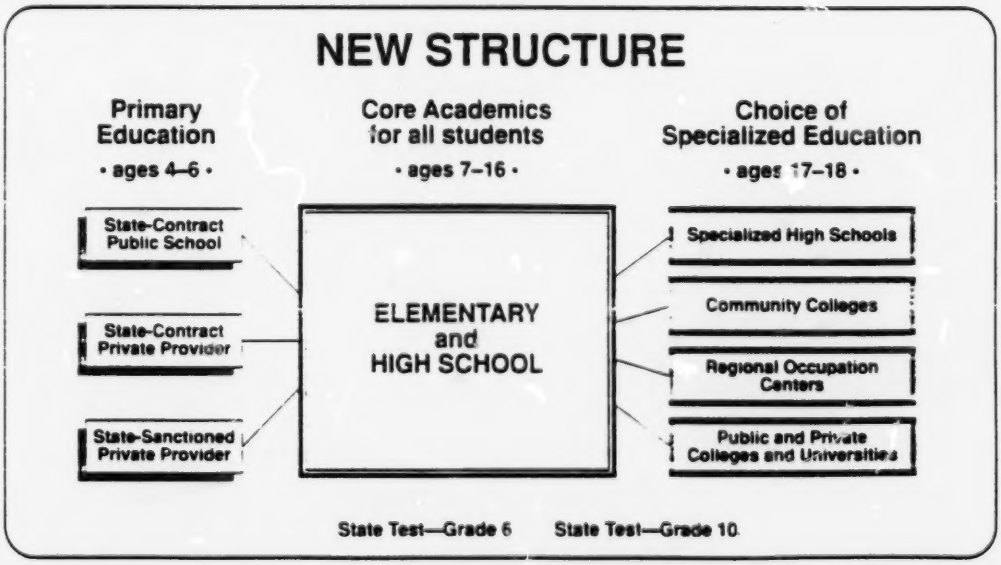
THE PROPOSAL

All children ages 4 to 6 should have the opportunity for pre- and early schooling appropriate to their development before beginning formal academic course work at about age 7. Elementary and secondary education should concentrate on the core subjects needed for full and productive citizenship, and students should be expected to master the core by age 16. After mastery, all students should have the choice, from many options, of further education and training tailored to their initial career aspirations. (The figure below illustrates the recommended new structure of schooling.)

A. Establish primary schooling for all students (ages 4-6)

B. Focus and consolidate elementary and secondary education on core academics (ages 7-16)

C. Institute a post-10 student option of specialized education (ages 17-18)



EXPAND & FOCUS SCHOOLING : How It Works

A. Establish primary schooling for all students (ages 4-6)

Key Features

The state should institute a primary school program in which all children ages 4-6 have the opportunity for education and supplemental day-care appropriate to their development.

- **Expand Schooling and Parental Choice.** All children ages 4 to 6 would have the opportunity for free primary schooling, provided by public or private providers who would compete for state contracts. Parents would have a choice of providers, and would receive information about alternatives from regional information and referral centers.
- **Emphasis on Development.** Primary schooling would focus on child development, not formal academics.
- **Early Language Training.** Primary schooling would provide early language training for limited English, as well as English-speaking children.
- **Day-care.** Providers would offer day-care, as well as health and nutritional services. Day-care fees would be based on ability to pay.
- **Parental Responsibility.** Parenting education would be provided; parents would be required to contribute services.

Benefits

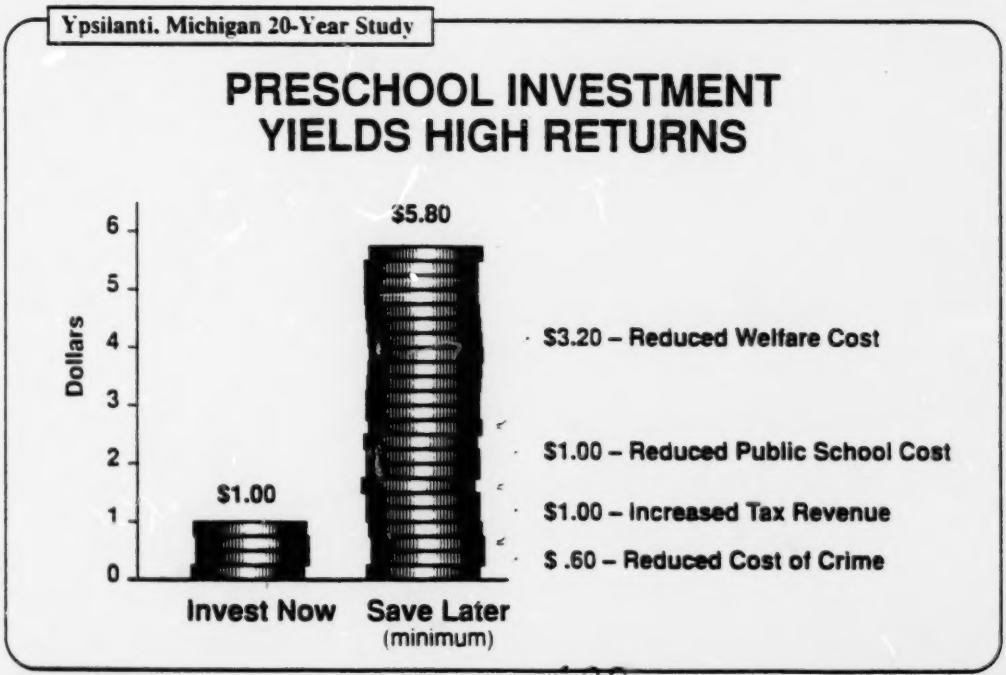
The roots of low achievement and failure in school and later life start early. If California is to develop an outstanding education system, it must start schooling earlier and revamp the very beginning of the education process.

All Students Given Equal Start. About one in four children of the very poor attend some state subsidized pre-school program, and there is a long waiting list for these services. Yet almost half of all four-year olds attend private schools. Thus, children from poor or low to low-middle income backgrounds do not have adequate access to appropriate early childhood education. This proposal would give all children an equal start in schooling.

Solid Foundation for Later Academics. Four to six year-olds are being pushed to achieve academically before they are ready. Experts, including Superintendant Honig's School Readiness Task Force, agree that the early years of schooling should emphasize hands-on learning appropriate to a child's development.

Preschooling Has High Payoff. Research shows that pre-schooling can lead to higher achievement, employment, and attendance at post-secondary institutions, on the one hand; and less dropping out, drug abuse, welfare, and crime, on the other.

Ypsilanti, Michigan 20-Year Study



EXPAND & FOCUS SCHOOLING : How It Works

B. Focus elementary and secondary education on core academics (ages 7-16)

Key Features

Elementary and secondary school grades should be realigned and consolidated so that all students can learn the same core competencies by the end of the tenth grade.

- **Eliminate Tracking**. Tracking into career (and ability) groups would be eliminated, and elementary and secondary education would focus on providing the same core competencies for all students.
- **Core Competencies**. The core competencies would stress general and broadly applicable knowledge, reasoning, problem-solving, and higher-order skills. They would include communication (reading, writing, and speaking) in English and in a second language, mathematics, science and social studies.
- **Grade Consolidation**. The comprehensive high school and junior high would be consolidated into a common high school program.

Benefits

In the 21st Century, all students—whether college or job-bound—will need to learn how to learn, manipulate information, and problem-solve, as well as develop a solid foundation in reading, writing, communicating, calculating, scientific reasoning, and social studies. This proposal recommends that schools provide this common core of essential learning for all students.

Mission Clarified, Course Offerings More Efficient. By focusing on the same core academic subjects for all students, elementary and secondary schools could clarify their mission and eliminate costly, largely superficial electives and general education courses.

Equal and High Standards for All Students. Standards and expectations would be high, clear, and the same for all students, including the poor and linguistic, racial or cultural minorities. This approach advances both excellence and equity, rather than sacrificing one for the other.

End of Tracking Raises Achievement, Reduces Unintentional Segregation Within Schools. Tracking usually leads to unintentional segregation because poor, minority students are more likely to be placed in lower tracks. But research shows that when students in higher tracks are mixed with lower-track students, higher-track students do no worse and many do better; lower-track students improve. Since advancement would be based on performance rather than seat-time attendance, high-achieving pupils could advance more rapidly.

Grade Consolidation Eases Adolescent Transition. The transition to middle or junior high school can be disruptive for students—a new environment is introduced, and most children experience problems of adolescence. Consolidating grades would place early adolescents with older peers, eliminate one transition, and reduce the slide in academic learning that occurs in junior high.

High Schools and the Changing Workplace, 1984

Skills for the 21st Century

A national commission composed of businesspeople, representatives from the public sector, and academicians concluded that both college-bound and job-bound students need the same fundamental skills. They all need a firm foundation in the core areas of communication in English, mathematics, social studies, and science. Students require competence in the higher order skills of critical thinking, reasoning, and problem-solving.

EXPAND & FOCUS SCHOOLING : How It Works

C. Institute a post-10 student option of specialized education (ages 17-18)

Key Features

All students should be able to choose specialized education in line with their initial career aspirations after they master the core competencies at about age sixteen (the tenth grade).

- **Eligibility**. Students would become eligible for two additional years of education under the post-10 option by taking statewide exit tests on mastery of core competencies.
- **Career Options**. Students could choose from many career options, including college preparation, vocational/technical education, fine or performing arts, and others that would develop to meet the needs of the 21st Century.
- **Providers**. Providers of post-10 education would be public high schools and state-authorized public or private (non-sectarian) post-secondary institutions, such as the California Community Colleges, California State University, and the University of California.
- **Non-discrimination**. Providers of post-10 education could not discriminate on the basis of students' race, gender, national origin, religious background, or physical handicap.
- **No Additional Tuition**. Providers of post-10 education would be required to accept a state subsidy as full tuition payment.
- **Information for All Families**. Regional Information Centers would be established and actively provide information to all parents and students about available post-10 options.

Benefits

The post-10 option would dramatically improve the motivation of students—and introduce controlled competition into public education.

Student Choice Reduces Dropouts. Most dropouts occur in the last two years of high school. Too many students do not see the advantage of continuing their schooling, or feel bored and unchallenged by courses required for graduation. By giving students responsibility to choose programs that fit their career aspirations, dropouts could be minimized.

Competition Promotes Quality, Strengthens Public Education. The post-10 option introduces market incentives for the public school system to be innovative and efficient. For the equivalent of grades 11 and 12, students could attend their own or other public high schools, which would offer specialized programs (much as magnet schools or alternative schools do today). Therefore, high schools would have to compete with each other, as well as post- secondary institutions, for their students.

Post-10 Reduces Redundancy Between High Schools and Community Colleges. Since community colleges offer a wide range of courses in an environment that some youth may find challenging and conducive to learning, some pupils are likely to select community colleges for eleventh and twelfth grade work. Most vocational/technical post-10 courses might eventually be provided by community colleges. This would save state money by reducing redundant coursework between high schools and community colleges, help sharpen the mission of the community colleges, and allow high schools to eliminate obsolete vocational programs.

Fast Advancement Possible. Advanced students may go to UC, CSU or private post-secondary institutions, and test themselves in a college environment.

Phi Delta Kappan, June 1987

Post-10 Options Work

Minnesota passed legislation in 1985 providing a post-10 option of the type advocated here. The evaluation reports show that students from all parts of Minnesota and from many different backgrounds—including some who had dropped out or intended to do so—exercised this option: they outperformed the regular students in post-secondary institutions who entered as freshmen.

2. ESTABLISH ACCOUNTABILITY BASED ON PERFORMANCE AND CHOICE

The Need

California education has drifted toward more central control. Federal and state concerns for equal opportunity and affirmative action, Proposition 13's shift of financing to the state level, and the national movement toward higher standards have all contributed to centralization, not excellence. Whereas broad state direction is necessary and should be further strengthened in some areas, the governance system for K-12 education is now out of balance—there is reliance on regulation of the educational process instead of on incentives, accountability, and performance.

Schools Over-Regulated. State laws and models implicitly prescribe how education should be delivered—e.g., what the curriculum should be, how many and what types of courses each student should take, and how many minutes courses and the school day, week, and year should have. These regulations stifle the ability of local schools to adapt their educational methods to the particular needs of students. Many districts exacerbate this over-regulation and contribute to excessive bureaucratic controls. These regulations contribute to unnecessary uniformity in schooling, even though schools and teachers can be more effective when they design their own programs.

Inadequate Measurement Hampers Accountability. Despite many testing programs, current measurements of student performance provide inadequate information about how much essential knowledge and reasoning skills students have learned. Schools cannot be held accountable for results until performance can be measured in fair, comparable, and understandable ways.

Lack of Parental Choice Limits Local Accountability. Districts decide which public school each student may attend. It has been reported that many parents "lie, cheat, and do whatever they can" to get their children into good schools. Other parents send their children to private schools. Some parents, particularly in poor areas, believe their children must settle for mediocre schooling in chronically failing systems because they have no other choice.

The Proposal

Governance should be shifted toward a system of accountability based on local control and parental choice. Rather than prescribing the educational process, the state should set performance goals for the system, measure how well schools are meeting these goals, institute ways to hold schools accountable for performance, and require and enable districts and schools to provide parent choice. This would free educators to design educational programs suited to their students.

A. Set student performance goals, institute statewide exit tests, and deregulate schooling

B. Strengthen school performance reports and intervene in failing schools

C. Support parental choice of expanded school options

ESTABLISH ACCOUNTABILITY : How It Works

A. Set student performance goals, institute statewide exit tests, and deregulate schooling

Key Features

The state should set goals for education in the form of core competencies, and establish required statewide exit tests for all students at grades 6 and 10. As the new system takes hold, state laws and regulations that overly prescribe the educational process (such as state determined graduation, course, and seat-time requirements) should be phased out.

- **Test Emphasis**. The State Department of Education would develop exit tests and end-of-course tests as challenging subject-matter examinations, emphasizing higher-order skills in core subject areas.
- **Timing**. Students would be expected to take the exit tests at approximately the 6th grade (the end of elementary education) and the 10th grade (the end of the common high school in the restructured system of education). Students could elect to take the tests earlier, and more than once.
- **Pass Level**. The state would not set passing levels for the tests, but local authorities could set separate levels of mastery for promotion or graduation. Honors would be given for high grades.
- **Results Publicized**. Exit test and end-of-course test scores would be aggregated by school and widely publicized as part of School Performance Reports.
- **Deregulation**. State laws and regulations setting state graduation, course and seat-time requirements would be phased out when the new tests and other measures are implemented.

Benefits

For over two decades, state officials in California and across the nation have tried to direct local efforts in order to improve performance or obtain equity. These efforts have not yielded satisfactory results.

Statewide Exit Tests Raise Standards. The institution of exit tests for all students would enable the state to set the high standards of literacy needed for full and productive citizenship in the 21st Century.

Exit Tests Provide True Measures for Accountability. Unlike today's achievement and aptitude exams, these tests would not be exclusively multiple-choice questions. They would be graded by teachers and emphasize writing, reasoning, and demonstrations of the student's ability to apply knowledge to solve problems. They would, for the first time, provide an understandable statewide measure of performance for students to judge how much they know—and for parents, employers, and college admissions officers to judge student accomplishments and school performance.

Exit Tests Replace Regulation of the Educational Process. A statewide exit test would set clear and comparable objectives for teachers and schools, regardless of where they are located. But it would not tell educators what they must do to have students perform well on the test. With a reliable and comparable measure of performance in place, regulations that inhibit local innovation could be phased out.

ESTABLISH ACCOUNTABILITY : How It Works

B. Strengthen school performance reports and intervene in failing schools

Key Features

The current system of School Performance Reports should be strengthened, and the state should establish a process of intervening in failing schools.

- **School Performance Reports**. School Performance Reports would be distributed to parents in an accessible form, and Regional Information and Referral Centers would be supported to interpret the reports.
- **Identification of Low-Performing Schools**. The state would establish a process for intervening in chronically low-performing schools which would identify three classes of schools—Class I (high or adequately performing), Class II (inadequately performing), and Class III (chronically low-performing or failing). These designations would be based on a broad-range of school performance data published in School Performance Reports, plus input from the local community solicited in public hearings.
- **District Responsibility**. Districts would be required to design and receive approval to implement an improvement plan for Class II and III schools. To facilitate hiring or transferring staff at Class II and Class III schools, districts would be released from some personnel, due process, and collective bargaining agreements.
- **Additional Funding**. Class II schools and Class III schools would be eligible for additional state funding if the state determines that inadequate funding has contributed to their failure.
- **Parental Choice**. Pupils from Class III schools would have the absolute right to transfer to other schools. Districts would be required to find or create alternative sites for students requesting transfers from Class III schools. Districts would be authorized to contract with other districts or with private education providers to provide adequate schooling for these students. If districts fail to make prompt and satisfactory arrangements, the SDE could provide these students with the means to attend any public or (non-sectarian) private school of their choice.

Benefits

The vitality of the K-12 system rests on the public's confidence that all public schools offer an adequate education. California's schools of tomorrow should give even greater assurance—that all public schools will deliver quality education. This proposal addresses the need to hold schools and districts accountable for student performance, regardless of the makeup of their student bodies, by having the state intervene in failing schools.

Information on School Performance Promotes Accountability. California is a leader in developing School Performance Reports. Today parents do not receive the reports, and for many parents they would not be understandable. This proposal would institute state dissemination of these reports directly to parents, and state support of Regional Information and Referral Centers to help poor and non-English speaking parents understand the reports so that appropriate local action could be taken.

Involving the Community Furthers Solutions. Some schools throughout California have been chronically at the bottom of every measure of school performance. Their students—usually from poor, non-English speaking, and minority backgrounds—are often cited as the reason for low school performance. But there are numerous examples of schools with predominantly poor and minority pupils who have overcome these challenges and are now effective schools. The state intervention process would involve community members in identifying chronically low-performing schools, and thereby begin a local search for solutions within the public system.

Carrot and Stick Approach Assures Action. Districts would be responsible for helping low-performing schools become effective, but they may need additional funds to be successful. However, current categorical programs often provide additional funding without producing major improvement. This recommendation proposes mandatory planning, relaxed restrictions on staff replacement and hiring, and parent choice in case strong action is needed.

ESTABLISH CHOICE : How It Works

C. Support parental choice of expanded school options

Key Features

Parents should have the right to select among public schools, and the state should provide incentives for districts to develop mini-schools (autonomous schools-within-schools) and other alternative school programs from which parents could choose.

- **Right to Choose**. The legislature would establish the presumptive right of parents to send their children to any school within a district, provided that the choice does not contribute to segregation. Districts would have to develop reasonable and fair procedures to insure parental choice, or face legal action.
- **Interdistrict Choice**. The state would strengthen and extend existing laws to enable and encourage districts to enter voluntarily into interdistrict transfer agreements so that parents could send their children to schools outside of their home district.
- **Mini-Schools**. To stimulate the development and spread of mini-schools and other schooling alternatives, the state would initiate a Schools-of-Choice grant program, available to schools or districts, that would provide for both planning and implementation.
- **Information**. The state would establish Regional Information Centers that would do outreach work and provide information about schools to parents who otherwise might not have adequate access to alternative programs.

Benefits

Choice would strengthen the public school system by introducing competition and putting pressure on weak schools to do better. The proposals recommend a new dynamic for public schools—school performance matters because parents can select among schools or school programs.

Choice Can Support Desegregation. Aside from administrative difficulties, transportation problems and the need to maintain and strengthen desegregation present practical barriers to unrestricted parental choice of schools. However, districts in California and around the country have successfully implemented procedures that have both furthered desegregation and made choice of schools within the public system a reality. This proposal would give parents the right to choose provided that their choice does not contribute to segregation.

Mini-Schools Expand Choice, Promote Effectiveness. The key to providing effective parental choice, especially in large and medium size districts, lies in creating mini-schools—small, self-contained schools with distinctive programs that operate in facilities traditionally housing one large school. Mini-schools can solve transportation and desegregation problems, and allow most parents to send their children to neighborhood or community schools. They enable educators to create small-school environments in which students feel more motivated, teachers and administrators assume more responsibility and are more effective, and parents are more involved.

Phi Delta Kappan, June 1987

Choice a Success East Harlem

Teachers started mini-schools in New York City's District 4 in East Harlem—one of the city's most troubled areas. Parent, student, and teacher choice has transformed failing schools into successful and exciting places to learn. Only a few years after their inception, the programs were adopted by other district schools.

3. ESTABLISH SCHOOL AUTONOMY AND EMPOWER PARENTS, TEACHERS, PRINCIPALS

The Need

Effective schools develop a vision of their educational program that is shared by administrators, teachers, parents, community members, and pupils. They create a learning environment that supports this vision and is suited to their students. To promote such effectiveness, schools of the 21st Century will need autonomy within a larger framework of accountability to the community, district, and state, and they will need creative administrators in partnership with teachers and parents.

Some Districts Too Controlling. Central staff in many districts exercise considerable authority that both creates excessive paperwork and limits discretion at the school level. However, effective districts help develop effective and efficient schools: They provide support, facilitate improvement, and insure quality by having high expectations.

Parent and Community Involvement Limited. A breakthrough in student learning is unlikely to come about without more parent involvement in schools or their children's schooling. Yet most parents have no responsibility and little say about how their schools work.

Teachers Not Participating in Decision-Making. Teachers also lack authority, particularly on many decisions affecting their classrooms. Effective schools have strong leadership from the principal, and a team approach to management.

Teachers Isolated. Teachers are generally isolated from one another, and do not use team approaches that have been proven effective. Good schools have people working together.

The Proposal

Schools should have autonomy to develop educational programs suited to the needs of their communities. Community members and parents should be given the authority to oversee school operations, and teachers should participate in school management and work in teams.

A. Provide schools with discretionary budget funding and authority

B. Involve parents, community members and teachers in school governance

C. Expand teacher responsibilities and promote team approaches to instructional management

ESTABLISH SCHOOL AUTONOMY : How It Works

A. Provide schools with discretionary budget funding and authority

Key Features

Schools should have authority over their educational programs and budgets.

- **Authority**. Each school would be provided with a School Discretionary Budget which it would control, subject to fiscal accountability regulations that districts would enforce. The school would be authorized by state law to spend its discretionary budget on staff development; technology services or equipment; textbook, curriculum materials, and equipment purchases; counseling and specialist services; the hiring of non-tenure track teachers; and other items related to the development and delivery of the instructional program.

- **Funding**. School Discretionary Budgets would be provided directly to schools by the state, and would not be part of district general appropriations. Districts would pay for all district-level expenses and for non-discretionary school costs (e.g., administrator and tenured teacher salaries). This new funding system would eventually replace current state funding arrangements, including state categorical funding mechanisms.

- **Additional Funding**. Schools could obtain additional funds by means of competitive grant awards (e.g., for schools-of-choice grants, staff development, and technology) and from community fundraising.

- **Hiring Authority**. Schools would have the authority to hire and replace non-tenure track teachers, refuse district assignment of teachers to the school, and request districts to replace tenured teachers.

Benefits

The key to devolving authority from the district to the school level lies in transferring budgetary authority to the schools. Only by controlling their own budgets will schools be able to control their educational programs—and thus fairly be held accountable for results.

School Autonomy Promotes Effectiveness. California will have an increasingly diverse student body. Research shows that effective schools set high expectations and develop programs that meet student needs. This proposal would enable schools to have latitude to design distinctive and effective programs to match student diversity.

Focused District Role Could Improve Efficiency. Under the proposed recommendation, districts would not specify school educational processes—as often occurs today in ineffective districts—but would focus on areas that the central headquarters and the district school board are best suited to control: legal obligations, collective bargaining negotiations, equity concerns, facilities maintenance, finance, and quality control. This refocusing of the district role would reduce bureaucracy and paperwork.

Competition for School Dollars Could Foster Innovation. The proposed funding mechanism would consolidate categorical funding and provide discretionary funds directly to schools (while removing equivalent funds from district allotments). Schools would be free to purchase a range of services and equipment from public or private suppliers; districts would compete with other suppliers to offer services to their clients—the schools.

EMPOWER PARENTS & TEACHERS : How It Works

B. Involve parents, community members and teachers in school governance

Key Features

A new system of school governance should be instituted with parents and community members serving on school-level boards and teachers sharing in school administration.

- **Community Board**. Each school would establish a Community Board. This Board, elected by parents, would consist of parents and members of the community. The Community Board would have the legal responsibility to approve the school's educational program, expenditures of school discretionary funds, and the establishment of mini-schools.

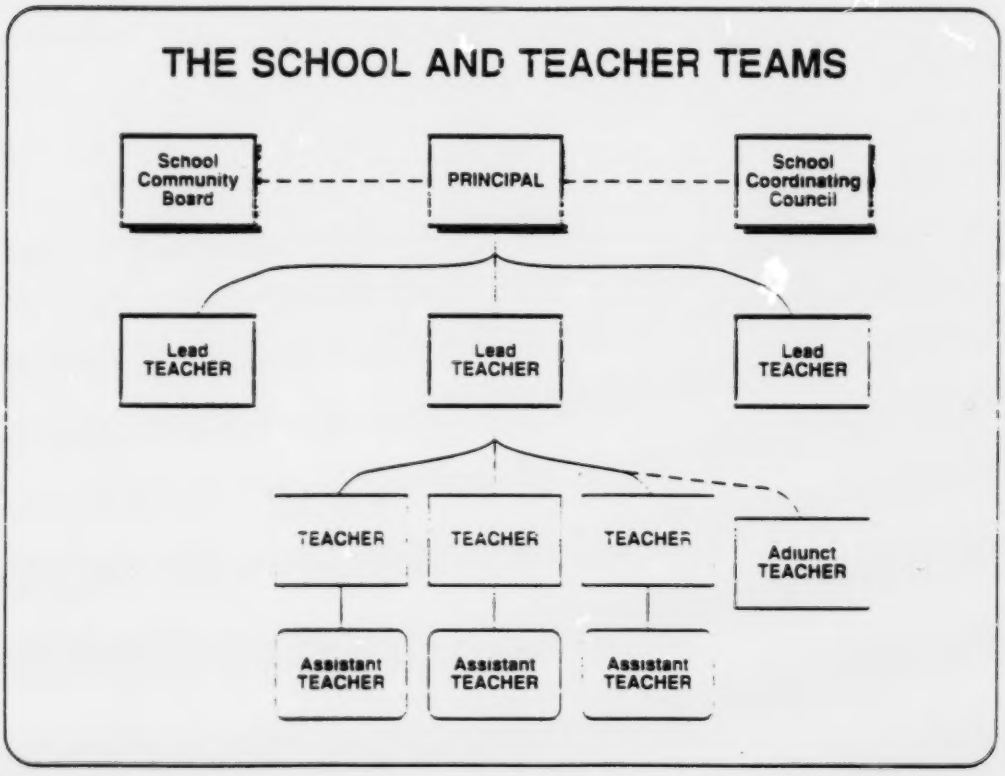
- **Teacher Participation**. Each school would also establish a School Coordinating Council. This council would be a planning and advisory group, consisting of the principal and teachers, institutionalized as a mechanism for the participation of teachers in critical educational decisions.

Benefits

The figure below illustrates two governance features that would establish a new balance of authority for schools—an elected school-level board consisting of parents and community members, and a school coordinating council consisting of the principal and teacher representatives.

School Coordinating Council Promotes Collegiality. Effective principals often create a collegial environment where administrators and faculty can join together to make critical decisions about the school's educational program. California schools have experience in the School Improvement Program with faculty advisory groups that promote collegiality. The proposal would extend this practice to the entire school program.

Community Board Reinforces Local Autonomy and School Responsiveness. The Community Board would give parents a voice in the shaping of a school's program, and thereby establish local accountability more directly than is possible in large districts.



EMPOWER TEACHERS : How It Works

C. Expand teacher responsibilities and promote team approaches to instructional management

Key Features

The state should encourage the development of new school management structures by creating new categories of teachers, and by providing models and training in the use of differentiated staffing and teacher teams.

- **Lead Teachers**. A new classification of teachers, called Lead Teachers, would be created. Lead Teachers would have supervisory responsibility under the overall administrative direction of the principal (see recommendation 5.A).
- **Assistant Teachers**. The state would certify a new category of non-tenure track teachers, called Assistant Teachers, who would be hired by schools (not districts) on renewable contracts and work under teacher supervision.
- **Teacher Teams**. Schools would be encouraged to organize into teacher teams, consisting of one or more Lead Teachers, regular Teachers, and Assistant Teachers. Each team would share responsibility for specific groups of students throughout their years of school attendance. This organization would facilitate the implementation of mini-schools, and would enable a team of teachers to be responsible for each student (see figure on facing page).
- **Incentives and Staff Development**. The state would offer school incentive grants to further the dissemination, planning and implementation of team approaches and mini-schools. These awards would include funds for staff development (see recommendations 2.C and 4.A).

Benefits

The figure on the facing page suggests a fundamental revision in the organization of schools—teachers would have differentiated roles. Lead Teachers would supervise a small number of Teachers, and the Lead Teacher and Teachers would constitute a team with joint responsibility for a fixed group of students. They would plan together, and, in some instances, engage in team teaching. Many different variations of this basic model have been used across the country.

Small School Environments Better for Students and Teachers. In this system, teachers would no longer be isolated. Instead, they would share responsibility for groups of students. One or two teams could join together to form a mini-school, which would develop its own identity and educational program. Students would enroll in a mini-school and could remain there throughout their elementary or secondary school experience. Thus, small school environments could be built, in which students would know each other and teachers would know students.

Assistant Teachers Increase Teacher Productivity. Though Assistant Teachers would not have the rigorous training of Teachers—and therefore not be given the full responsibility or pay of Teachers—they would play a specialized role in a team approach. The provision of Assistant Teachers would increase the adult to student ratio, allow more flexible scheduling, and enable more efficient use of Teachers' time.

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4. MODERNIZE INSTRUCTION

The Need

In the 21st Century, most students should learn much more than the average student learns today. This goal will be possible only if instruction is changed so that all students are able to realize more of their potential.

Current Expectations Too Low. Most instruction implicitly assumes that only fifteen or twenty percent of children can master the higher level of literacy needed in the future. This conclusion is unwarranted and unacceptable. Research has identified effective instructional strategies (especially mastery and cooperative learning) that enable most students to achieve at high levels (see figure below).

Breakthrough Requires Training. Only practical barriers stand in the way to making the breakthrough depicted below. Teachers and administrators currently lack ongoing training in the most effective instructional strategies.

Technology Critical, Remains a "Side Show." The implementation of effective instructional strategies may depend on computer-based technology. Most schools neither have the resources nor the incentives to restructure their operations so that technology can be used productively.

Rigid Educational Programs Prevent Effective Instruction. School programs work within a uniform course-load formula and schedule that originated at the turn of the 20th Century. These practices, now retained for administrative convenience, prevent the adoption of more productive instructional methods.

The Proposal

Using state subsidized Institutes of School Development, teachers and administrators should learn, develop, and implement effective instructional techniques and create more flexible learning environments that make use of modern technologies.

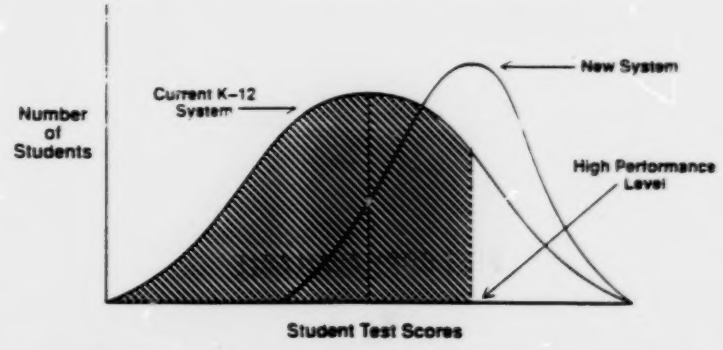
A. Redirect staff development to advance implementation of effective practices

B. Enable all schools to integrate technology into instruction and management

C. Promote adoption of flexible educational programs

MORE STUDENTS CAN LEARN MORE

Average student can perform above 80% of students in current system



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MODERNIZE INSTRUCTION : How It Works

A. Redirect staff development to advance implementation of effective practices

Key Features

The state should consolidate staff development funding, provide funding directly to schools, and subsidize R&D and training institutes that would equip teachers and administrators to implement mini-schools, mastery and cooperative learning, year-round and flexible scheduling, and other effective instructional and school management approaches.

- **School Planning**. Schools would be required to formulate school development plans (SDPs), which would delineate plans for all school restructuring and instructional modernization, including staff development plans for each teacher and administrator.
- **Funds Redirected to Schools**. Upon approval of SDPs, schools would receive implementation funds, which would become part of School Discretionary Budgets. Current state funding for staff development and the School Improvement Program would be redirected for this purpose. Schools could purchase staff development and school development assistance from districts, Institutes, and other public or private providers.
- **Institutes**. Using competitive contracts, the state would supply start-up funds for Institutes for School Development. These autonomous institutes would provide intensive staff development for all Lead Teachers and Administrators, who would help develop and disseminate comprehensive models for school development. Institutes could consist of diverse organizations—e.g., partnerships between universities, districts, and private businesses, or consortia of schools. The staff and governing boards of the Institutes would have to include Lead Teachers and administrators.

Benefits

Effective instructional approaches cannot be mandated. The key to their widespread adoption is staff development—teachers and administrators must develop, learn, and adapt new approaches to local settings. At least $1 billion per year is now spent on staff development, but this money is spread thinly, with generally disappointing results. This proposal would redirect and target staff development funds, and introduce market mechanisms to enable schools to implement effective instructional practices.

Consolidating Funds at School-Level Promotes Comprehensive Planning. Most staff development funds currently are part of categorical programs, allotments for teacher salary increases for taking courses, or district and regional center programs. This proposal would redirect these funds to schools, allowing them wide latitude to create school development plans and purchase services from diverse suppliers. Districts and peers from Institutes would approve the plans and give schools practical advice on the best methods.

Training Cadres Enable Dissemination of Effective Practices. By having all Lead Teachers and Administrators trained at Institutes, a cadre of leaders would be formed who know effective methods, can work with peers to develop models for dissemination, and bring new practices back to their schools.

Autonomous Institutes Prompt Quality Service. Practitioners would operate the Institutes, which would have to generate funds from contracts with schools. This arrangement can stimulate client-oriented service and innovation.

S. Kansas ESC Bulletin, 1988

An Effective Fee-for-Service Center

The Southeast Kansas Education Service Center has been providing services to schools and districts since 1977, yet receives no state or federal funding. All funds to operate the ESC come from the agencies that contract for their services. They have grown to a $10 million program of 111 services that range from special education instruction to staff development and innovative instructional media delivery and repair services.

MODERNIZE INSTRUCTION : How It Works

B. Enable all schools to integrate technology into instruction and management

Key Features

The state should launch a comprehensive program to insure that all schools can use computer-based technology effectively. The program should set state standards and models for technology purchase and use, and provide incentives and staff training so that administrators and teachers can integrate technology into management and instruction in ways suited to local conditions.

- **State Standards**. The state would set statewide standards for the purchase and use of computer-based technology (including related communication protocols) that would enable schools to network efficiently, use long-distance learning technologies, and create computer-based learning environments.

- **Required School Planning and Local Autonomy**. Schools would submit a technology use plan (TUP) as part of their school development plan. After feedback and approval from districts and Institutes for School Development, schools would be funded directly so that they could acquire technology services and equipment suited to their local needs (but compatible with statewide standards). Schools could purchase equipment and services from districts, Institutes, or private providers of their choice.

- **On-Going Training**. The Institutes for School Development would provide on-going training of teachers and administrators in the purchase and use of technology on a subsidized fee-for-service basis.

- **State Incentives**. The state would establish a new competitive grants program that would (a) reward uses of technology that increased teacher productivity and school efficiency, (b) provide matching funds for the formation of consortia of schools for the purchase of technology services, and (c) offer long-term R&D funding for the development and demonstration of computer-based curricula.

Benefits

California's large enrollment growth means there will be severe teacher shortages and heavy financial burdens, unless schools install more productive procedures. Computer-based technologies integrated with the modern instructional methods proposed earlier could help solve these problems. This proposal addresses the main barriers preventing the widespread adoption of technologies in education—the need for continued R&D investment and the training of teachers and administrators.

Computers Can Increase Teacher Productivity. Computers could free teachers' time now spent on bookkeeping. Effective instructional methods (such as mastery and cooperative learning, flexible scheduling, and year-round schooling) involve complex record keeping that can be handled by computers.

State Standards Plus Local Autonomy Can Stimulate Supply. In the absence of uniform standards, schools currently purchase a wide variety of substandard equipment and software. As a result, businesses lack the organized school market required to justify substantial (and much needed) R&D investments. Uniform standards would promote a statewide market, and give businesses incentives to invest in R&D. State standards could also be general enough to allow schools latitude in choosing among alternative technological approaches, thus further stimulating competition among suppliers.

Institutes Can Provide Effective Training. The Institutes for School Development would develop models of technology use and provide training for teachers and administrators. This arrangement would enable technology to be integrated with school development and staff training—and thus become a vital component of restructuring schooling.

MODERNIZE INSTRUCTION : How It Works

C. Promote adoption of flexible educational programs

Key Features

The state in cooperation with businesses should promote the adoption of year-round schooling, flexible course scheduling, and alternative class sizes by using a combination of incentives, deregulation, and training.

- **Partnership for Change**. Government and business would join in a concerted effort to establish year-round schools as the norm throughout California. Information about successful examples would be disseminated to parents, community members, and teachers, and local plans and guidelines would be developed by local businesses, community groups, and district school boards for a shift to a year-round calendar. SDE would develop additional booklets and guides for use at the local level.

- **Year-Round Schooling**. The state would broaden the scope of current incentives for schools to develop year-round calendars, and require districts to place all newly built facilities on year-round schedules, unless a waiver were granted by the Superintendent of Public Instruction.

- **Flexible Schedules**. The state would encourage schools to reorganize school time by eliminating course unit requirements for graduation; eliminating standards for the minimum length of school days; and providing incentive grants for schools to experiment with flexible scheduling.

- **Facilities**. The state would encourage the use of alternative classroom spaces (e.g., larger lecture halls and smaller seminar rooms) by enabling schools to rent or lease public and private buildings, and specifying that new buildings provide alternative classroom sizes and spaces.

Benefits

More efficient utilization of teachers and school facilities must be developed if California is to cope with financial and teacher supply problems caused by enrollment growth. Flexible approaches to the educational program, as proposed here, would ease these problems and contribute to more effective education.

Flexible Programs Enhance Productivity. Flexible scheduling would allow administrators and teachers to design more efficient learning environments. Many models exist for this approach. For example, some classes could be taught only three times a week, perhaps for an hour and twenty minutes on Monday and Friday and one hour on Wednesday. Some classes could be arranged so that they would have a large number of students on some sessions, whereas other classes would have much smaller student loads. Moreover, some students might work some of the time in an individualized manner requiring teacher supervision rather than teaching.

Year-Round Calendars Practical, Efficient, Effective. Shifting to a year-round schedule utilizes facilities more efficiently at a time when the state is faced with billions of dollars of new building costs. Moreover, practitioners have demonstrated that year-round calendars can use teacher and student time creatively. The problem of shifting to year-round scheduling is, in large measure, political. The proposal calls for the business community, along with government, to help mobilize citizens to accept year-round schooling.

5. STRENGTHEN THE TEACHING PROFESSION

THE NEED

Much has been written nationally and in California about the need to strengthen the teaching profession. For education in the 21st Century, a high quality teaching force and public respect for teachers will be essential.

The following are some issues raised in numerous reports.

Teacher Preparation Programs Inadequate. Many teacher preparation programs do not adequately train teachers in new instructional techniques and the use of modern technologies.

Standards for Teaching Credentials Low. Teaching credentials are easy to obtain, and are based on courses taken rather than measures of knowledge, skill, and ability to teach.

Teacher Evaluation Inadequate, Tenure Almost Automatic, Staff Development Uneven. Rigorous evaluations of teacher performance are seldom performed and advancement to tenure occurs quickly and routinely. Post-tenure evaluation is not linked to staff development.

Salaries and Working Conditions Cause Many Teachers to Leave the Profession. Teacher salaries are rigidly determined and are too low, especially for outstanding teachers with options outside of teaching. Teachers in many schools do not participate in decisions that affect them and the educational program.

Teacher Retirement Creates Window of Opportunity. Over the next ten years, an entire new generation of teachers will enter the profession. From 6% to 8% of the current teaching force leave the profession every year; over the next decade up to half of today's teachers will have left. Altogether, between 132,000 and 177,000 new teachers will be needed.

THE PROPOSAL

The teaching profession should be strengthened by establishing a multi-tiered system of teaching, upgrading entry standards, instituting internship prior to tenure, establishing requirements for maintaining high standards, and raising teacher salaries.

A. Establish multi-tiered teaching system with higher salary rates

B. Upgrade the process of becoming a teacher

C. Assure continuing high professional standards

STRENGTHEN THE PROFESSION: How It Works

A. Establish a multi-tiered teaching system with higher salary rates

Key Features

New categories of teachers should be added to the existing teaching force, and salary rates should be increased substantially above cost of living allowances.

- **Categories.** The categories of teachers would be Intern Teacher, Teacher, and Lead Teacher, plus Assistant Teacher and Adjunct Teacher.
- **Lead Teacher.** Lead Teachers would be nominated by School Coordinating Councils (including principals) and approved by School Community Boards. Lead Teachers would head teacher teams and direct the training of Intern Teachers (see recommendation 5B). They would earn more than Teachers, and unlike current Mentor Teachers, they would maintain their positions unless they received negative evaluations.
- **Assistant Teachers.** Assistant Teachers would be paraprofessionals with more training and responsibility than aides, but less than full Teachers. They would earn substantially less than Teachers, be hired under contract by schools, and function as team members under the supervision of Teachers. They would work with individual students, administer student tests, lead small group discussions, perform classroom management tasks, and help to implement computer technology. Assistant Teachers would be certificated by the state and would meet a minimum state requirement of two years of post-secondary education.
- **Adjunct Teachers.** Adjunct Teachers would be hired by schools and be specialists from all walks of life who would teach occasional classes, work with individual students, or help prepare curriculum materials. There would be no specific state requirements for these positions.
- **Funding.** The extra costs of these staff positions, as well as a general boost in the salary levels of Teachers, would be met by state funding.

Benefits

A multi-tiered teaching system supports more effective, efficient, and flexible instruction.

Improves Attraction and Retention. Teachers currently have few options for promotion. They receive automatic, small salary increases for each year of service or for attaining higher post-secondary degrees (or units of post-secondary course credit). Research shows that teachers are interested in opportunities for professional growth and advancement, and that many are unhappy with the flat career path now available. The multi-tiered teacher system would help attract outstanding candidates to the profession because it would provide significant opportunities for career growth and additional income.

Teacher Teams Can Improve Working Conditions. The addition of Lead Teachers allows the reorganization of schools into teacher teams and mini-schools, which could end teacher isolation and enhance teacher choice in designing educational programs (see recommendation 3C).

Assistant Teachers Boost Teacher Productivity. The addition of Assistant Teachers would dramatically decrease student-adult ratios, and enable Teachers to adapt instructional schedules and curriculum planning to meet diverse student needs—as well as the needs of the teaching staff. Teachers would gain more control over the use of their time, and could concentrate on instruction instead of housekeeping tasks. The resulting increase in teacher productivity and effectiveness would greatly improve professional morale, the general climate for learning, and the attractiveness of teaching as a profession.

The Rochester Plan

Teachers new to the Rochester City School District enter at one of three career levels: Intern, Resident, or Professional Teacher, with starting salaries based on years of experience. Professional Teachers have the opportunity to serve as Lead Teachers and to receive extra stipends for assuming added responsibilities.

STRENGTHEN THE PROFESSION: How It Works

B. Upgrade the process of becoming a teacher

Key Features

The process of becoming a teacher should be strengthened by replacing current credential requirements with a professional teacher examination, an internship period, and peer evaluation.

- **Professional Exam**. Teacher candidates would have to obtain a bachelor's degree in a substantive major and pass a rigorous Professional Teacher Examination that tested them in subject matter, pedagogy, and effective instructional strategies (e.g., mastery and cooperative learning, techniques for flexible scheduling, and the use of educational technologies).

- **Deregulation**. When the Professional Teacher Examination is phased in, state credential requirements specifying teacher preparation courses would be eliminated.

- **Internship and Evaluation**. Candidates who pass the Professional Teacher Examination would become Intern Teachers and serve a four-year internship under the guidance of Lead Teachers. They would become Teachers and obtain tenure if they were successfully evaluated by a Teacher Assessment Panel composed of their Lead Teacher, a Teacher peer trained in evaluation, and their school principal.

- **New Teaching Board**. A California Teaching Standards Board, a majority of whose members would be teachers, would be established to set professional standards for teachers, approve the Professional Teachers Exam, issue credentials and certificates, and oversee the teacher evaluation process.

Benefits

It is extremely easy to become a teacher in California, and even easier to receive tenure. Lax requirements weaken public confidence in the quality of teachers. This recommendation proposes measures that would upgrade the induction process and reassure the public that teachers are fully qualified professionals deserving the higher pay scale and autonomy proposed throughout this document.

Exam Shifts Basis for Certification to Performance. Under current law, teachers are required to earn a bachelor's degree and complete a year of teacher training that includes university coursework and practice teaching under the supervision of a credentialed teacher. This process relies on certifying courses and programs of study, but provides no assurance that approved courses were well taught or that teacher candidates are adequately prepared. Courses are certified, not the competence of prospective teachers. This recommendation instead focuses on the outcomes of teacher preparation by proposing a rigorous examination to test candidates' knowledge followed by evaluation to assess their teaching.

Exam Improves Teacher Preparation by Changing Incentives, Not by Increased Regulation. Presently, prospective teachers must pass a basic skills examination geared to about a tenth grade literacy level. The Professional Teacher Exam, which would replace this test, would be a challenging and fair test of teachers' knowledge in their fields. The Exam would influence the content of teacher preparation, and Colleges of Education could be judged by how well their graduates perform on the examination and subsequent evaluations.

Internship Plus Evaluation Facilitates Learning the Art of Teaching. Currently, once candidates receive a credential and find teaching positions, they almost automatically receive lifetime tenure in less than two years. Yet three to five years, and considerable peer support, are needed to master the complex realities of classroom teaching. This proposal recommends a four-year period of internship in which prospective teachers would receive support from Lead Teachers, work on teams, and get formal feedback on their performance.

STRENGTHEN THE PROFESSION: How It Works

C. Assure continuing high professional standards

Key Features

Teachers and Lead Teachers should be evaluated every three years, and should renew their credentials every seven years.

- **Formative Peer Review**. In addition to evaluations now conducted by schools, Peer Review Panels (composed of a Lead Teacher and two Teachers selected by the Teacher being evaluated) would evaluate Teachers to provide feedback exclusively for the Teacher being evaluated. The Panel could suggest staff development as well as other measures for improving performance. (Also see recommendation 5.B for evaluation of Intern Teachers).

- **Lead Teacher Evaluation**. Lead Teacher Panels (composed of two Lead Teachers and an administrator) would evaluate Lead Teachers and provide feedback. A negative evaluation could result in a Lead Teacher being reassigned as a Teacher.

- **Credential Renewal**. Teachers (and Lead Teachers) would be required to renew their credentials by taking appropriate substantive sections of the Professional Teacher Examination every seven years. Teachers would have one year in which to pass the re-examination, after which their credential would be suspended until they had passed.

Benefits

This proposal would provide assurance that teachers would continue to be judged by high professional standards after obtaining tenure.

Formative Peer Reviews Foster Collegiality. In the current system, new teachers are evaluated by school administrators, and can obtain informal critiques of their work from Mentor Teachers. With the proposed reforms, they would receive regular formative evaluations over the course of their internship from a panel composed of peers and an administrator, and their peers would be largely responsible for an overall assessment of their capabilities.

Credential Renewal Exams Assure Public of Continuing High Standards. The current system now requires credential renewal (every five years), but permits this re-certification upon teacher completion of courses or training of unknown quality and impact. This is no problem for the many competent teachers in California, but some teachers take courses which do not help them maintain their currency in their teaching field. In the reformed system, teachers would renew their credentials every seven years by passing the relevant subject-matter portion of the Professional Teacher Exam. Thus, credential renewal would focus on actual teacher knowledge rather than evidence of course attendance—and the public would have more assurance that all teachers keep up to date.

Testing for Recertification

Three states—Arkansas, Georgia, and Texas—require testing for recertification. Georgia, in particular, uses a set of 28 subject-matter exams to assess teacher competence, using specific performance-based objectives developed by educators. All teachers in Georgia certified since 1978, and those whose certificates expired after July 1986, must pass appropriate exams.

6. CAPITALIZE ON DIVERSITY

The Need

California has a difficult challenge in the language area, and at the same time has a great opportunity.

High Percentage of Non-English Speaking Children. The challenge lies in the high percentage of students, particularly entering students, whose family language is not English. About twenty- five percent of California students have limited ability to speak, comprehend, or write English. They need to learn English as quickly as possible so they can succeed in a competitive environment. Under the present system, however, such children are quite likely to fall behind, and are at great risk of dropping out and having limited employment opportunities.

Diversity Not Exploited. The opportunity relates to the place that California holds now and could hold in the future as a main trading center on the Pacific Rim and with Latin America. The shift to a global economy means that more people will benefit from learning the Pacific languages and Spanish. Moreover, national reports have stressed the need for citizens to learn foreign languages early as an important step in understanding the emerging 21st Century environment. With its rich diversity of people, California could draw on its resources to lead the nation in the development of language skills for all students.

Teacher Shortage Barrier to Goals of the Future. The supply of trained teachers is a main barrier to coping with the challenge of limited English speaking children and realizing the opportunity of training in foreign languages for English-speaking students. Shortages of teachers also are likely to occur in non-language areas—such as math and science. Moreover, teachers from some ethnic minorities are under-represented in the present system; the education system of the future should more closely represent the diversity of the student population.

The Proposal

California should establish policies for assuring that non-English speaking students fully acquire English, and that English speakers learn a second language beginning in early childhood. A teacher shortage policy should also be established to meet California's growing need for quality teachers in critical areas and from various ethnic groups.

A. Build school capacity to provide English language acquisition

B. Assure foreign language proficiency for all children

C. Establish critical and minority teacher shortages programs

CAPITALIZE ON DIVERSITY: How It Works

A. Build Capacity To Provide English Language Acquisition

Key Features

The state should support policies that provide for English language acquisition at age four, upgrade the assessment of limited English speaking students, and increase the supply and productivity of bilingual instructors.

- **Early Language Development**. Following state guidelines, suppliers of primary schooling would be required to provide language development activities for all four-year-olds. Language development would be conducted in the student's native language and English, and would use developmentally appropriate activities as recommended in section 1.A.

- **Strengthen Assessment**. In all grades, students would receive language support until they attained proficiency as measured by upgraded language assessment instruments. The new, state-approved instruments would test students' ability to speak English fluently and to comprehend and write in academic subjects. Districts would be required to assess the English proficiency of children upon their entry into schooling, and upon their transition to and exit from an English language development program.

- **Expand Instructor Pool**. By a specified year, districts would be required to use appropriately qualified instructors to provide English language development and/or instruction in students' primary language. Procedures would be devised to credential or certify a wide range of qualified instructors serving different roles. In addition to Bilingual Teachers and Aides, there would be Language Development Specialists, Assistant Teachers with AA degrees from community colleges, and qualified private contractors. (Also see recommendation 6.C.)

- **Training**. Institutes for School Development (see recommendation 4.A) would train teachers and administrators in effective models for English language acquisition, academic support in a primary language, and means to sustain fluency in a native language (see recommendation 6.B). Models would include the application of technology, and the use of Teachers and Language Development Specialists working in teams with native-language speaking Assistant Teachers and Aides.

Benefits

This proposal addresses practical problems in overcoming the under-achievement of students whose native language is not English.

Early Language Development Has Long-term Payoff. Language development in primary schools for children ages 4 to 6 would build what experts call "common language proficiencies" which serve as the underpinning of all language skills in both English and the primary language. Research shows that children who develop such common language proficiencies in the primary language will achieve at higher levels than their peers who have not received this preparation.

Upgraded Assessment Promotes Higher Achievement. Non-native English speaking children often learn to speak informal English before they master the language well enough to comprehend and work in formal academic subjects. Since assessments of English speaking ability often do not sufficiently test for formal academic comprehension, some limited English speaking children are prematurely considered equipped to receive English-only instruction in academic subjects. Upgraded assessments will enable students to be fully prepared when they take academic subjects in English, and therefore prevent these pupils from falling behind, under-achieving, and eventually dropping-out.

More Flexible Qualifications Builds Capacity and Increases Productivity. The most serious obstacle to overcoming language barriers that prevent all students from performing at high levels is the shortage of qualified teachers skilled in the primary languages of the students and methods of second language acquisition. The projected shortage of teachers is 11,000 in 1990 and 12,600 teachers by the turn of the century. This proposal recommends several strategies for expanding the pool of teachers by differentiating the roles of instructors with different levels of qualifications.

The Eastman Project

This program in Los Angeles use a team teaching approach that makes efficient use of full bilingual teachers who instruct only Limited English Proficient students, rather than teach a class composed of one-third English speaking children. In the Eastman School, which pioneered the program in 1981, bilingual teacher demand has been reduced 37.5 percent through the restructured bilingual program.

CAPITALIZE ON DIVERSITY: How It Works

B. Assure foreign language proficiency for all children

Key Features

California should implement policies that insure that all children learn at least one foreign language.

- **Goals**. The state goal would be fluency in at least one foreign language for all students entering college by 1995; fluency for all new K-12 teachers by 1997; and fluency for all common high school graduates by 2000. Foreign language instruction would be designed to stress communication skills more than formal grammatic structure. Fluency in Spanish and in Asian languages would be encouraged as part of an effort to provide California students with the skills they need in an international job market.
- **Early Language Training**. Exposure to a foreign language would begin in pre-schools with 4 year-olds, and systematic instruction in foreign languages would begin no later than 5th grade for all children.
- **Testing**. Proficiency in a second language would be tested at the time a student leaves elementary school at grade 6, and upon exit from the common high school at grade 10.
- **Teacher Supply**. The state would develop plans to identify and recruit foreign language teachers in sufficient numbers to meet these goals (see recommendation 6.C).

Benefits

California competes in a world economy with increasing emphasis on new markets in the Pacific Rim. To achieve its full potential as a trading partner, representatives of California businesses will need to know the culture and customs of the countries they are trading with, as well as attain fluency in the languages of the Pacific Rim. This proposal sets goals so that California could establish foreign language training—and maintenance—as a high priority.

Earlier Instruction, More Time Promote Language Fluency. Students receive too little foreign language instruction too late in their school careers to achieve competency in a second language. In order to graduate, students now must pass one year of a foreign language as an alternative to fine art. UC and CSU require two years of a foreign language for entering freshmen. Generally, foreign language instruction is not available to students until high school, though experts agree this is a poor time for children to begin to learn a second language. In 1986/87 only 44,851 students were enrolled in foreign language classes in elementary or intermediate schools (grades K-8)—1.5 percent of the K-8 total enrollment. The brief one or two year exposure to a foreign language that most schoolchildren receive is far too short a time to attain communication fluency in a second language. Experts agree that communication fluency takes between four to six years to learn.

Competitiveness Enhanced. California's commercial competitors in Europe and the Far East begin instruction in a foreign language in elementary school. In Germany, children begin foreign language instruction in the fifth grade; in Japan, the sixth grade. The consequence of this imbalance is that in international trade negotiations most California business leaders know less about Japanese culture and language than Japanese counterparts know about the English language and American customs.

A Nation At Risk.1983.

A National Priority

"Achieving proficiency in a foreign language ordinarily requires from four to six years of study and should, therefore, be started in the elementary grades. We believe it is desirable that students achieve such proficiency because study of a foreign language introduces students to non-English speaking cultures, heightens awareness and comprehension of one's native tongue, and serves the Nation's needs in commerce, diplomacy, defense, and education."

CAPITALIZE ON DIVERSITY: How It Works

C. Establish critical teacher shortages programs

Key Features

New government and non-government programs should be established to help meet shortages of teachers in critical subject areas, including the recruitment of under-represented minorities.

- **Designation of Critical Areas**. The Superintendent of Public Instruction would be authorized to designate subjects as Critical Teacher Shortage Areas.
- **Incentives**. For designated shortage areas, the state would initiate a program that would provide scholarships for qualified college students, who make a commitment to teach in the shortage area at least one year for every year they have received a scholarship; and graduate fellowships for candidates with bachelor's degrees in the designated shortage areas who wish to pursue further studies leading to a clear credential.
- **Early Recruitment**. The state, working with the business community, would initiate a new "Early Identification and Recruitment" program for teachers in critical shortage areas. The program would support a publicity and recruitment campaign designed to interest high school and college students in teaching careers.
- **Retraining**. The state would reimburse the expenses of Teachers wishing to retrain for teaching in a designated shortage area. To be eligible for state reimbursement, Teachers would have to pass the substantive portion of the Professional Teacher Examination (see recommendation 5.B) within three years of beginning their retraining program. The business community would promote programs (e.g., job-sharing, lending specialists to schools as Adjunct Teachers, and early retirement) to help resolve the critical teacher shortage.

Benefits

Over the next decade, about 150,000 new teachers will have to enter California K-12 education to keep pace with enrollment growth and replace teachers leaving for retirement or other reasons. The implementation of several earlier recommendations would ease the general problem of teacher shortages—for example, use of Assistant Teachers to replace some retiring Teachers, greater use of technology, introduction of Adjunct Teachers, higher wage scale for all teachers, career advancement possibilities, and greatly improved working conditions stemming from the empowerment of teachers.

However, these reforms are not targeted to particular curricular areas where shortages presently exist and are likely to worsen. Mathematics, science, and bilingual instruction are currently the most critical areas. This proposal offers steps to strengthen current efforts to prevent severe long-run problems by using a series of specific incentives to attract teachers to specially designated critical shortage areas.

In addition, business has experts in critical areas who would like to teach if ways can be found to enable them to contribute to schools without having to give up their current professions. Programs of this nature have been experimented with around the country.

PACE, 1986. SDE, 1988

TEACHER SHORTAGES

In 1985-86 there was a shortage of 821 math teachers, representing 8% of the 10,249 positions in the field. The lack of science teachers was even more severe at 8.7%. The greatest shortage occurred in bilingual education, which accounted for 44% of the total teacher shortage.

Minority teachers are under-represented relative to the proportions of ethnic students in public schools.

	Native American	Asian	Black	Filipino	Hispanic	Pacific Islander	White
% of Teachers	0.9	3.4	6.2	0.7	6.7	0.2	82.1
% of Students	0.7	6.9	9.2	2.0	29.6	0.6	51.0

CAUGHT IN THE MIDDLE

Educational Reform for Young Adolescents in California Public Schools

REPORT OF THE SUPERINTENDENT'S MIDDLE GRADE TASK FORCE

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CAUGHT IN THE MIDDLE, EDUCATIONAL REFORM OF YOUNG ADOLESCENTS IN CALIFORNIA PUBLIC SCHOOLS, CALIFORNIA STATE DEPARTMENT OF EDUCATION, BILL HONIG, SUPERINTENDENT OF PUBLIC INSTRUCTION, SACRAMENTO, 1987.

Finding 1: Core curriculum. Every middle grade student should pursue a common, comprehensive, academically oriented core curriculum irrespective of primary language or ethnic background.

Finding 2: Knowledge. Every middle grade student should be empowered with the knowledge derived from studying the ideas, experiences, and traditions found in the core, elective, and exploratory curricula.

Finding 3. Thinking and Communication. Every middle grade student should develop the capacities for critical thought and effective communication.

Finding 4. Character Development. Every middle grade student should be helped to personalize ideals and to develop the ability to make reasoned moral and ethical choices.

Finding 5. Learning to Learn. Every middle grade student should develop a repertoire of learning strategies and study skills which emphasizes reflective thought and systematic progression toward the goal of independent learning.

Finding 6. Instructional Practice. Instructional practice should emphasize active learning strategies which are consistent with the goals of the core curriculum and the developmental characteristics of young adolescents.

Finding 7. Academic Counseling. Every middle grade student should have timely information about the relationship between the curricula of the middle and secondary grades and should be provided access to the opportunity to prepare for the broadest possible range of academic options (curriculum paths) in high school.

Finding 8. Equal Access. Every middle grade student should have access to the most advanced levels of curricula offered during each of the middle grades; this opportunity should be facilitated through educational policies and practices which make the highest level of content mastery a valid and obtainable goal for vastly increased numbers of students.

Finding 9. Student Diversity and Underrepresented Minorities. Every underrepresented minority middle grade student should receive encouragement and incentives to pursue academic and occupational goals.

Finding 10. At Risk Students. Many middle grade students are "at risk" of dropping out of school; they should have access to educational programs which emphasize personal

commitments to academic achievement.

Finding 11. Physical and Emotional Development. Many middle grade students require specific primary health care services and strong counseling and guidance programs in order to be able to concentrate their intellectual abilities on academic goals.

Finding 12. School Culture. Every middle grade student should experience a positive school culture which reflects a strong, student-centered educational philosophy.

Finding 13. Extracurricular and Intramural Activities. Every middle grade student should have access to extracurricular and intramural programs which develop a sense of personal connectedness to school through activities which promote participation, interaction, competition, and service.

Finding 14. Student Accountability. Every middle grade student should be accountable for significant standards of academic excellence and personal behavior.

Finding 15. Transition. Every middle grade student should experience a successful and positive transition among elementary, middle, and secondary levels of school organization.

Finding 16. Structure. Middle grade education should be identified with grades 6, 7, and 8; disparities in state funding formulas among elementary, high school, and unified school districts should be eliminated for these grades.

Finding 17. Scheduling: An Expression of Middle Grade Philosophy. The school schedule for the middle grades should be a direct reflection of a sound educational philosophy and should facilitate equal access by all students to the full range of instructional programs and student support services.

Finding 18. Assessment. Assessment programs for the middle grades should be comprehensive; they should include measurement of a broad range of educational goals related to student achievement and program effectiveness; the primary purposes of middle grade assessment should be to compile data which lead to improved curriculum and instructional programs and more effective student support services.

Finding 19. Professional Preparation. Middle grade teachers and principals should be prepared to teach/administer grades 6, 7, and 8; specialized preparation should address the content areas of the core curriculum, instructional strategies which emphasize active learning, and the developmental characteristics of young adolescents.

Finding 20. Staff Development. Middle grade teachers and principals should participate in comprehensive, well-planned,

long-range staff development programs which emphasize professional collegiality.

Finding 21. Parents, Communities, and School Boards. Parents, communities and school boards should share accountability for middle grade educational reform.

Finding 22. State-of-the-Art Middle Grade Schools. A partnership involving local school districts, institutions of higher education, and the state Department of Education should be created to facilitate the development of 100 state-of-the-art middle grade schools; the mission of these schools should be to serve as a catalyst for middle grade educational reform throughout California.

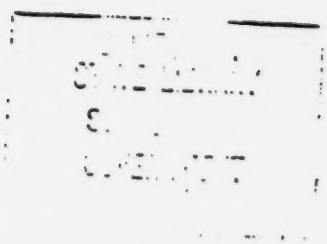
Report and Recommendations of the California Commission on School Governance and Management

TO

The Governor

AND THE

State Legislature



Sacramento • May, 1985

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SUMMARY AND RECOMMENDATIONS

The Commission on School Governance and Management met during the seven month period from October 1984 through April 1985 in an effort to respond to the provisions of Section 33600 of the California Education Code (SB 813/1983). The Commission reviewed numerous reports and studies that had been completed over the preceding six years. Many of those reports and studies were directed at the same issues that were included within the Commission's charge in SB 813. The Commission took invited testimony from a number of educational experts and authorities and called upon the experience and knowledge of the Commission members to gain a shared understanding of the problems associated with California's system of school governance and management (SG&M).

After a series of ten meetings and hearings, the Commission has concluded that while the State's public educational system underwent massive changes during the past twenty years, no significant effort was made to overhaul the SG&M structure in response to those changes. As a result, a serious alienation has built up between the public and the educational community, and a cynicism has grown within the educational community itself about the ability to solve the problems and improve the quality of education in California.

The Commission believes that what happens during the next ten years in California's schools may well hold the key to the future of this country's democracy in the twenty-first century. With the diverse population that exists in California and the projections for even greater diversity in the years ahead, it is essential that the California State Legislature and the state government take bold actions to strengthen the teaching and learning process in the schools throughout the State and streamline the bureaucracy so that there are clear lines of authority and responsibility.

The Commission has concluded that major systemic changes are required in order to balance changes at one level with changes at another so that there is not a competition for power and authority but rather a building of a partnership and a sharing of the power and authority.

Since the Commission's initial work is now complete, the Commission submits the following recommendations to the members of the Legislature and the Governor. It is hoped that these recommendations and the report will serve as a tool for broad-based discussions on issues of school governance and management in California.

RECOMMENDATION 1

As a first step in moving toward a more effective and efficient educational system, the Commission recommends that the Legislature delegate greater authority and fiscal discretion to the local school site. As an example, this might be accomplished by block grants of categorical moneys which are currently apportioned on a per pupil basis

to each school site. Included within the block grant might be prior year accumulated lottery revenues. Base revenue limit and formula driven funds would continue to be apportioned at a higher level of SG&M.

RECOMMENDATION 2

An accepted process should be developed for use by local school boards that will guarantee a continuum of curriculum and program among the various schools within a K-12 community. (At a minimum, a K-12 community consists of one or more secondary schools and all of the schools that feed children into the secondary school(s).) The school board responsible for each school site should be held accountable for maintaining the continuum.

RECOMMENDATION 3

The school site administrator should: (a) be delegated reasonable authority in the selection and retention of school site personnel; (b) ensure that the adopted curriculum is being taught effectively; (c) provide regular and systematic monitoring of classroom activities and provide each site employee with regular performance evaluations; and (d) coordinate educational and personnel activities with other site administrators within the school's K-12 community.

RECOMMENDATION 4

Concurrent with the delegation of power and authority through statute to the school site, the Commission recommends: (a) a strengthening of the training and preparation for school site administrators, and (b) a redefinition of the school site council to include greater lay participation. The lay members might be formally elected by the voters of the community. A strengthened site council might take the place of the multitude of "councils" that exist at many school sites (see Reference 26, Vol. II, pp. A82-A88).

RECOMMENDATION 5

The State should seek ways to clarify the functions of the school districts of California so that the educational and business services provided to the school sites and the professional educators at those sites become more equalized and the delivery systems more efficient and effective. This can be accomplished in the following ways:

a. Area Educational Services

Once greater power and authority along with expanded spending discretion have been delegated to the school site, educational services could be consolidated into units covering larger areas than those which currently exist in most parts of the State.

Simultaneously, in those areas where districts have grown large in size, the educational services units should be established on the basis of reasonably sized communities of interest. In those communities where the educational services are dispersed into smaller units, the existing educational services units should be eliminated. (For an expanded discussion on the educational services unit, see Exhibit I, pp. 30-31.)

b. Business, Professional, and Administrative Services

While educational services are being consolidated into more compact and/or effective units, the business, professional, and administrative services of the educational bureaucracy should be consolidated into much larger regional service centers to provide more consistent and equitable services throughout the State. (For an expanded discussion, see Exhibit I, pp. 31-34.)

RECOMMENDATION 6

In order to strengthen the lay leadership and business management functions in the SG&M structure, the State should establish an Institute for Governance and Management to support the public school system. This institute should be charged with the training and development of elected school board members to ensure articulation throughout the system, to broaden community perspectives, and to maximize the potential for equity in educational opportunities and school leadership in the State.

RECOMMENDATION 7

Noneducational managers should be offered training and career development opportunities through the Institute for Governance and Management. This would provide for more consistent professional development of the persons in these positions while ensuring the delivery of quality and equivalent services throughout the State.

RECOMMENDATION 8

The State should move to define more precisely the responsibilities of the county offices of education throughout the State so that in those counties where there is a relatively small student population, the county offices might serve as the educational services unit, and the business services would be provided by larger regional entities.

In those counties where there are to be several educational services units established, there may exist one or more regional service centers, one of which could be the existing county office of education.

In examining the roles for the county office of education in a restructured and more clearly defined hierarchy of SG&M, the State should reconsider the processes that are used to select superintendents and board members for these agencies.

The State should ensure that duplicative, coterminous unified districts and county offices of education are not allowed to exist.

RECOMMENDATION 9

The Commission believes that the current process of collective bargaining at the district level is often counterproductive. Now that the State formulates the allocation of funding, the Legislature should consider the possibility of establishing a system of salary schedules determined at the state level. As an alternative, if the State adopts the regional service center approach outlined in the "Theoretical Structure" (see Exhibit I, p. 30-34), it might be preferable to shift the salary schedule bargaining process to the regional operations. In this way, the often divisive and debilitating processes that take place today in small, medium and even some large school districts could be avoided.

RECOMMENDATION 10

The State should consider the possibility of decentralizing some of the operations of the State Department of Education, particularly as they relate to compliance and monitoring activities where the training of clients, close supervision and oversight of projects, and monitoring for compliance activities are important. These decentralized services could be provided by a few of the regional service centers that were defined in Recommendation 5b above.

Every effort should be made to avoid the creation of new educational offices and agencies throughout the State and to consolidate special activities into regional service centers on the basis of commonality of objectives. Such consolidation would serve to maximize efficiencies, facilitate communications, and enhance effectiveness of these services.

RECOMMENDATION 11

The Commission recommends that the State establish forward funding guarantees for financing public education and consider changing the budget calendars for school districts. The school districts in the State of California are constrained in several significant ways from developing their budgets in a systematic manner. By establishing guarantees for subsequent year funding, the Legislature could provide the districts greater flexibility in the planning and the development of programs.

In order for this type of process to succeed, the Commission further recommends that the Legislature enact laws or policies that will protect school districts from the imposition of new programs or funding changes during a school year. The only exception would be to augment

previously budgeted funding and only then, at the option of the affected district(s).

Adequate, stable, and guaranteed funding is absolutely essential if the State is to expect a restoration of quality to the public school system.

RECOMMENDATION 12

The Legislature should authorize the changing of district boundaries to realistic communities of interest for purposes of school facility planning and construction. The Commission further recommends that the State Legislature refer a constitutional amendment to the voters to reestablish a community's ability to seek voter approval and then issue general obligation bonds for the needed construction and/or rehabilitation of local public school facilities.

RECOMMENDATION 13

The Commission believes that the current process of appointing State Board members, electing the Superintendent of Public Instruction, and directing the Department of Education lacks the cohesiveness that could produce the best results for the educational system in the State.

The State should consider amending the processes used to select the Superintendent of Public Instruction and State Board members and possibly redefine their respective roles as they relate to the direction of the State Department of Education.

RECOMMENDATION 14

The K-12 educational hierarchy needs to be more directly involved in the development and training of California's school teachers. Just as there is a need for a clear delineation of power and authority within the educational operations of the State, there is a need for a more direct linkage between the needs of the classrooms and site administrator's offices and the colleges that train and prepare those leaders.

The State should ensure that the colleges and universities of the State retain their academic autonomy while at the same time the State should more precisely define what is expected from those individuals who will be the educators of future generations.

RECOMMENDATION 15

The Commission believes that there is a significant role to be played by the State in any comprehensive educational system. Most importantly, however, the Commission has concluded that the educational community needs to understand clearly what goals and outcomes are expected of the public school system in California. The Superintendent of Public

Instruction, the State Board of Education, the State Legislature and the Governor should agree on a common set of goals and outcomes so that the parties responsible for educating our children will be able to respond to greater specificity and clarity.

RECOMMENDATION 16

In order to more fully develop its concepts, ideas, and recommendations, the Commission should be funded during the 1985-86 year, independent of the State Department of Education, and be provided with sufficient funding to facilitate broad-based discussions, to develop plans for implementation of SG&M reforms, and to recommend revisions to existing regulations and state codes.

RECOMMENDATION 17

The Commission believes that along with the delegation of expanded power and authority to the school site, the Legislature should afford parents the opportunity to have their children educated at a school near the parent's or guardian's place of employment. This is particularly important when the selected school offers before- and after-school programs. This could help to strengthen parent/child/teacher relationships.

Further, as the strengthened school site operation matures, the Legislature should consider the possibility of allowing open enrollment within communities of interest on a scale larger than just a neighborhood. Children should not be locked into a single school site that will not or cannot improve itself in spite of significant opportunities to do so.

The move (legislatively) toward a more open form of enrollment in California schools should be approached cautiously and be implemented only after there is a strong sense that freer forms of enrollment would strengthen the public school system and afford improved educational opportunities for a broad spectrum of the State's student population.

RECOMMENDATION 18

Because the current school elections are conducted in odd numbered years, the incentives for citizen involvement are minimal. In many communities of the State, the school board members are elected by only four to five percent of the entire voting age community. In order to improve citizen participation and maximize community involvement in school board elections, the Legislature should consider changing the date for the school board elections to coincide with the June or November general elections in even numbered years. (This process is allowed and is the preferred practice in San Diego County.)

RECOMMENDATION 19

The commission members believe that the mission of the K-12 public school system should be primarily to educate children through their teen years. The State should consider assigning the responsibility for all adult education to the community colleges.

If this recommendation is adopted, the community colleges should be given the authority to delegate certain educational functions to area schools (K-12) when both agencies believe the efficiency and effectiveness of adult education could be enhanced.

RECOMMENDATION 20

The Commission believes that the State should initiate a complete redrafting of the Education Code and the California Administrative Code, Title 5, Education, as a part of any major restructuring of the SG&M system.

CONCLUSION

The Commission on School Governance and Management urges the State Legislature to take bold steps to ensure that the recent reforms to California's educational system are successful. It is not sufficient to merely prescribe changes from above; it is necessary to delegate to the local agencies the authority and means to work toward the State's goals and objectives and then to hold those agencies accountable.

CONCLUDING COMMENTS AND FUTURE WORKPLAN

The Legislature, in defining the six areas that the Commission on School Governance and Management was to review, identified issues that have been of concern to the Legislature for some time and for which previous studies have failed to produce recommendations or reforms that eliminated the problems associated with those issues.

Recognizing this fact, the Commission reviewed previously commissioned reports and studies and several articles pertaining to the issues under consideration. Having reviewed this wealth of information, the Commission concluded that in dealing with narrow issues, the specific recommendations often fail to encompass other affected issues and are dismissed as lacking adequate analytical bases. In an attempt to avoid this problem, the Commission purposely chose to first gain an understanding of the system as a whole and then to seek solutions that would be synergistic in application.

Although the theoretical structure presented in this report is idealistic (see Exhibit I, pp. 28-36), the Commission believes that the proposal contains a number of significant ideas that would substantially improve the effectiveness and efficiency of the educational process in California. The Commission is not so presumptuous as to believe that the structure, as presented, can or should be implemented without changes. Rather the existence of this proposal should help to stimulate broad public dialogue and help the Legislature to reach conclusions concerning what should actually be enacted into law.

If the Legislature decides to continue the Commission in 1985-86, the members would be prepared to refine the Commission's recommendations, delineate more clearly the responsibilities inherent in the proposals, and prepare a plan of implementation for Legislative consideration. Clearly, there are many constitutional, fiscal, and legislative issues involved in a major restructuring of the overall governance and management of California schools, and there is a need for a clear communication to the public as to what those changes might be.

During the remainder of the current fiscal year, the Commission intends to conduct hearings to accept testimony from interested individuals and organizations concerning the contents of this report and the recommendations to the Legislature. The Commission will submit a supplemental report to the Legislature during the month of July 1985 that will document the findings of those public hearings.

Regardless of the information that is collected during these hearings, the Commission is convinced that if the State is to realize significant improvements from the reforms enacted in SB 813, the Legislature must delegate greater authority and power back to the people at the school site.

A Strategy For Improving California's Schools

The Report Of The
California Commission On The Teaching Profession
November, 1985

WHO WILL TEACH OUR CHILDREN? A STRATEGY FOR IMPROVING CALIFORNIA'S SCHOOLS, THE REPORT OF THE CALIFORNIA COMMISSION ON THE TEACHING PROFESSION, NOVEMBER 1985.

Finding 1. Restructure the teaching career and establish rigorous professional standards.

For the teacher, no feature of the teaching occupation is more destructive of the long term prospects for improvement than the current reality that to move up, you must move out.

Recommendations:

1. Establish a new system of setting and enforcing professional standards,
2. Deregulate academic training of teachers,
3. Require a teaching residency for a clear credential,
4. Replace the emergency credential with an alternate route into the teaching profession,
5. Redesign the process for granting tenure to teachers,
6. Establish a "board certified" classification,
7. Strengthen and focus the mentor program,
8. Create and fund a comprehensive grant program to demonstrate advanced career options for teachers,
9. Give teachers full credit on salary schedules for their total years of experience,
10. Offer sabbaticals to improve teacher productivity.

Finding 2. Redesign the school as a more productive workplace for teachers and students.

Many schools today do not provide teachers and students with the basic resources for their work. If students are to be motivated to learn, the schools must provide an environment in which teachers can teach.

Recommendations:

11. Begin the process of reducing class sizes,
12. Provide safe and sufficient classroom space,
13. Provide sufficient instructional materials,
14. Develop and publish a biennial "index of Conditions for Teaching and Learning" for every school,
15. Intervene in schools at risk,
16. Restructure the state committee on education and technology,
17. Focus professional development programs on educational improvement,
18. Define the role of the principal,
19. Restructure the management of California schools,
20. Involve teachers in school decision-making,
21. Develop demonstration "Education Policy Trust Agreements" to formalize cooperation of teachers and administrators in educational improvement.

Finding 3. Recruit capable men and women to teaching.

Recommendations:

22. Make beginning teacher salaries competitive with other professions,
23. Restore lost purchasing power for career teachers,
24. Initiate a statewide recruitment campaign for new teachers,
25. Recruit minority teacher prospects at the high school level,
26. Create a work-study program in public schools for college students,
27. Offer additional service-payback fellowships to prospective teachers.

Excellence for Whom?

A Report From the Planning Committee for The Achievement Council

Prepared by:
Dr. Patricia R. Brown and Kati Haycock

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PART FOUR
Thoughts on Strategies to Improve Achievement

There are many educators in California today—teachers and administrators, minority and Anglo, inside and outside the confines of schools and colleges, public and private—who have dedicated their lives to assisting poor and minority young people to achieve their full potential in education. Singly and in groups; sometimes through special programs and organizations, sometimes not; and normally without extra compensation, these individuals devote enormous energy and endless hours to their tasks.

. . . educators—and their institutions—do make a difference in the lives of minority and low-income youngsters.

As is evident in the preceding chapter, these educators—and their institutions—do make a difference in the lives of minority and low-income youngsters. In individual schools and programs, achievement scores and college-going rates have gone up; drop-out, truancy, and disciplinary actions have decreased; and the often difficult transition from school to work has been eased. In others, although the focus is narrower, there are also "results": the young unwed mother whose life is touched by a teacher in a special way; the gang leader who is convinced by his counselor to give school one more try; the recent immigrant whose college professor recognizes and cultivates the extraordinary scientific aptitude hidden behind her halting English; the vocational education student whose instructor finds him a decent job with a promising future.

EXTENDING SUCCESS: TEN PRINCIPLES TO GUIDE NEW STRATEGIES

How can these and other successes be extended? Over the course of our study, we arrived at certain conclusions about strategies for building on these successes. Because these conclusions shape the recommendations that appear on the following pages—and because they can be used to evaluate yet other initiatives to remedy the underachievement problem—we set them forth below.

1. The achievement gap begins in kindergarten and increases through the grade levels: an effective solution will encompass elementary, secondary, and post-secondary education and will strengthen the connections between institutions.
2. The typical student attending a predominantly minority school does not have access to educational resources of the same quality as do students in other schools: an effective solution will remedy resource disparities, especially in relation to the curriculum, teacher vacancy rates, and teacher quality.
3. Whenever students are divided, whether by institutional fiat or student choice, disproportionate numbers of poor and minority students end up in the bottom group where students are taught less than their peers: an effective solution will move toward the elimination of educationally unnecessary divisions and branching points, and toward assuring that, where students must be divided, poor and minority students are adequately prepared for and represented within the higher groups.
4. Like everyone else, educators respond to incentives—but, at the moment there are few incentives to improve minority achievement: an effective solution will include incentives for schools to address and ameliorate the underachievement problem, and will eliminate the penalties on progress within certain existing programs.
5. Rather than involving all institutions and their component parts in responding to the needs of poor and minority students, our response has generally consisted of a series of special add-on programs, isolated from the remainder of institutional and community life. Although the importance and success of many of these programs should not be discounted, they are not sufficient to change general patterns of achievement: an effective solution will seek to engage all educators in the effort to solve the underachievement problem, promoting and supporting more efforts to turn entire schools around.
6. Almost all of the major success stories hinge not on state-wide policy initiatives but, in the end, on personal leadership from a superintendent, counselor, teacher or program director: an effective solution will include mechanisms to attract more able people to the education profession generally and to service in minority schools in particular, and will establish appropriate training and communication opportunities.
7. Most supplemental resources are focussed on students at either end of the achievement spectrum, leaving the

needs of middle-achieving students unmet: an effective solution will provide enhanced service to the middle-achievers, recognizing that—while there are many reasons why a society such as ours should provide extra attention to the needs of unusually high and low-achievers—lasting change in educational and economic patterns is more likely to occur when additional members of the underserved middle group are assisted into the upper achievement quartile.

8. There are important differences in the ways students and parents from different cultural and economic groups respond to educational opportunity: an effective solution will be sensitive to group differences, refraining from over-aggregating groups and sub-groups in both the design and implementation of educational strategies.

. . . the changes that will facilitate progress by minorities will make the schools better for all students.

9. There is mounting evidence to suggest that, even if we could eradicate overnight all of the problems in the educational system, the achievement gap would not disappear: an effective solution will counteract non-school forces that discourage high achievement and will include efforts to engage the community in the drive to encourage high achievement.

10. The underachievement problem is massive and will not go away overnight. It is not, however, insoluble, and is more likely to diminish if: (a) a broader cross-section of Californians can be convinced that solution of this problem is in their best interest; (b) it is widely understood that the changes that will facilitate progress by minorities will make the schools better for all students; (c) educators across the state are reengaged in the process of education; and (d) the problem is attacked resolutely and systematically: while each initiative need not be comprehensive, each should be part of a well-conceived whole.

LEADERSHIP IN IMPROVING ACHIEVEMENT: THE ACHIEVEMENT COUNCIL

As we sat down to translate these principles into specific action proposals, we were acutely conscious of the fact that recommendations of the sort we were considering could not simply be tossed into the wind with the expectation that someone would act on them. Rather, experience has taught us that progress in solving a problem as complex as the one we address frequently depends not only on the quality of the analysis and the recommendations that issue from it, but also on the presence of continued leadership and advocacy. At the moment, unfortunately, there is very little advocacy on behalf of poor and minority students in California.

With this need in mind, we spent the better part of the last year laying the groundwork for a new organization—The Achievement Council—that will serve as an informed and energetic advocate for the educational needs of minority and low-income students. Comprising leaders from the ethnic, educational and business communities, The Achievement Council will carefully analyze what works in increasing achievement and what does not, and promote strategies that promise to generate real improvements. The Council will work, along with other interested individuals and organizations, to unite schools and the community in a new push to boost the achievement of poor and minority students.

The Achievement Council will work . . . to unite schools and the community in a new push to boost the achievement of poor and minority students.

The recommendations laid out on the following pages will serve as an initial agenda for The Achievement Council: the Council will, in other words, seek California-wide changes in educational policy and practice, and will develop and set in motion broad strategies to counteract forces that discourage high achievement in communities around the State. In addition to these California-wide activities, the Council will mount during its first year a more narrowly focussed effort to involve colleges, businesses, government agencies and others in helping to "turn around" twenty to thirty predominantly minority or low-income high schools and their feeder elementary and junior highs, and will work to engage the communities surrounding those schools in an all out effort to encourage student achievement.

FOCUSSED ACTIVITY: THE SCHOOL/COMMUNITY INITIATIVE

There are approximately 175 comprehensive high shools in California with predominantly minority and/or low-income student populations. We recommend that, beginning in 1985, 20 to 30 of these schools, together with their feeder elementary and junior high schools, be selected for participation in an intensive, four-year "turn around" effort. To get this initiative off the ground, The Achievement Council should play the role of facilitator, exploring with individuals and organizations the contributions they might make, identifying schools with an interest in and the capacity to benefit from participating, and otherwise connecting needs with expertise and resources. Council staff might, for example, work to obtain agreements from:

- The State Department and State Board of Education—to support these school improvement efforts by assigning participating schools priority in the disbursement of discretionary funds, providing specialized training, waiving red tape and unnecessary restrictions on the use of categorical funds, and assigning a liaison with the clout to free up departmental resources;
- nearby colleges and universities—to help in the turn-around process by creating management training opportunities, giving the schools first crack at participation in the Writing and Math projects and other academic partnership programs, hosting workshops for teachers of a particular subject, and providing other resources of use to the schools;
- educational organizations—to contribute expertise and manpower, and provide training opportunities;
- local community and statewide ethnic organizations—to encourage and reward improved achievement and attendance, devise vehicles to bring successful minority professionals into the schools on a regular basis, and explore other ways of creating new incentives for high achievement; and
- the business community—to provide financial support, manpower, and hiring incentives for non-college-bound students.

This initiative should be overseen by a Task Force composed of leaders from schools that have already turned the corner and representatives from programs aimed at bringing about improvement in troubled schools. To get the best from all participants—students, school and district staff, parents, and outside organizations—consideration should be given to organizing this effort on a competitive basis, matching schools with comparable institutions.

CALIFORNIA-WIDE ACTIVITY: ACTIONS FOR THE SCHOOLS

If California is to attack its underachievement problem effectively, we think it important that educators and institutions at all levels of the educational system regard improving achievement among poor and minority students as one of their foremost responsibilities. We have passed the time when our obligation to these youngsters can be considered fulfilled by special add-on programs: the size of the underachieving populations is large enough, their problems great enough, and the benefits of change broad enough to warrant school-wide efforts to generate across-the-board achievement gains.

Following are our suggestions for school-based strategies to improve achievement among poor and minority students. We think these changes will make the schools better for all young Californians.

1. ***Improved Accountability:*** Although increasing attention is being devoted to improving educational accountability, we are seriously concerned about the narrowness of the success criteria recently developed by both federal and state education officials. Especially critical, in our view, is the absence of any language on the responsibilities of our educators and educational institutions to poor and minority students: rather than being encouraged to broaden the characteristics of students included in the move upward, schools are left to generate increases in the easiest possible ways. We recommend the development of a more balanced system of accountability, centering on a set of indicators chosen to stimulate improvement in all aspects of the curriculum and among all kinds of students. We also recommend that the chief executive officers of our educational systems report annually on their efforts to improve achievement among minority and low-income students.

If California is to attack its underachievement problem effectively, we think it important that educators and institutions at all levels of the educational system regard improving achievement among poor and minority students as one of their foremost responsibilities.

2. ***The K-12 Curriculum:*** We recommend that the K-12 curriculum be carefully rethought with an eye toward elimination of educationally unnecessary branching points and channels, and adoption of practices to assure that, where students must be differentiated, this is accomplished in ways that minimize the effects of social background.

- At the elementary level, the curriculum should be oriented toward ensuring that all children develop sound literacy skills by the end of grade six. Student mastery of those skills should be assessed frequently, with indivi-

dualized assistance prescribed and provided routinely.

- Beginning in grade seven and extending at least through grade ten, all students in California should be exposed to the same, academically-rigorous core curriculum. Student progress should be assessed regularly and appropriate assistance provided.
- At those points at which students must be separated, schools should be conscious of the possible effects of any sorting process on poor and minority students and take such action as may be necessary to reduce those effects.

3. ***Teacher and Administrator Training:*** Teachers and administrators frequently report that they feel unprepared, either by background or training, to respond effectively to the educational needs of poor and minority students. However, while this much is agreed to, little attention has yet been directed toward answering the question "What do we want our teachers and administrators to know (and do) about these population groups?" To answer this important question, we recommend that a group of experts be convened—including teachers and administrators from predominantly minority schools, representatives from schools of education, and recognized experts on learning strategies, the effects of teacher expectations, and intercultural differences in responses to school opportunities—to design one or more curricular modules for inclusion in teacher and administrator training programs and to develop a series of in-service training programs on this subject.

- Our review of the process by which schools turn around suggets that the principle typically plays a pivotal role. We therefore welcome the recent initiative in Sacramento to encourage the formation of several "Management Academies," but suggest that these

focus on training leaders for underachieving schools and be developed in close consultation with principals from improving minority schools.

4. ***Steps Toward Improving Schools:*** Our analysis suggets that, in addition to leadership and training, certain steps and types of resources may be especially important in the process of turning schools around.

A. *STEP ONE: Analyzing the Problem.* In order to plan strategies for improving achievement among minority and poor students, schools need adequate baseline data and an opportunity to consider what the data mean. To facilitate this analysis, we suggest the following modifications in current educational data systems:

- The State Department of Education should incorporate ethnic and economic information on test-takers and course enrollees into the CAP and CBEDS systems;
- Drop-out data should be uniformly collected by all high schools in California and should include ethnic and economic information;
- The California Round Table on Educational Opportunity should explore ways in which college scholarship reports and other institutional data resources can be combined to provide high schools with better feedback information on their graduates who enter college;
- The state should provide support for periodic follow-up studies of those California high school graduates who do not enter college, so that high schools can better evaluate their success in equipping these students with the skills necessary for work; and
- In all of their performance-related data collection efforts, state educational agencies should give priority attention to providing schools in

the lowest achievement deciles with more detailed evaluative information and with technical assistance in interpreting and acting on the data.

The resulting data should be available for individual schools and for the state as a whole.

B. *STEP TWO: Establishing an Agenda for Progress.* Once data are in hand, we believe that it is important for each California school serving a substantial number of minority or poor students to create an agenda for improving achievement among its poor and minority students. These agendas should be established by the full school community and should lay out specific plans for improving achievement and a description of the resources necessary to do so successfully. Where feasible, the agenda-setting process shoud unite "feeder" and "receiver" institutions into coordinated planning and action units.

C. *STEP THREE: Resources for Change.* Although some actions a school might take to improve achievement are relatively cost-free, it seems inevitable that, if we are serious about getting increased numbers of marginally-prepared students through a more rigorous curriculum, it will take some extra resources to do so.

- Funding formulas should provide individual schools with extra resources for each additional student completing a particular curriculum or scoring at a specified level on a skills test. Schools should be encouraged to place resources under the direction of those who manage the remainder of the academic process — the teachers —then to hold them accountable for progress.
- Because supplemental funding may mean the difference between continued progress and a return to academic stagnation, transitional funding should be provided to low-SES schools that improve out of Chapter I eligibility. Funding formulas should reward, not penalize success.
- If teachers are to respond more effectively to the learning problems they encounter in the classroom, they must have ready access—at the school site—to curriculum specialists and diagnostic counselors charged with assisting teachers in designing individual and group teaching strategies.
- Because cooperative university-business-school programs often provide important professional assistance and moral support to the schools, these efforts should be expanded. Schools should assume a more aggressive role in forming interinstitutional partnerships by laying out their needs and seeking help.
- If plans for improving achievement are to be laid and executed with maximum effectiveness, teachers and administrators need more *common* planning and development time. All the specialists and data in the world won't do much good unless school personnel have the time to use them.

5. ***Children with Linguistic Limitations:*** Given the demographics of California, it seems inescapable that the subject of educating children with linguistic difficulties is important now and will become more so in the future. A review of current practice does not, however, leave us satisfied, much less give us any confidence that California will be able to meet the challenge ahead. We believe that much of the present problem results from a lack of attention to and agreement on the *goals* for bilingual and other linguistic support programs. For only in the context of agreement on a set of goals can available educational strategies be compared and selected. We recommend that California begin immediately to re-examine its strategies for assisting students with linguistic problems, starting with a broad-based discussion of the appropriate goals for these efforts and a thorough review of student need, then proceeding through a careful evaluation of available techniques for reaching these goals.

6. ***Counseling:*** Minority students frequently report that their intellectual abilities were consistently underrated by counselors—that they went on to higher education in spite of, rather than because of, the counselor. For this reason, it would be easy to look with glee on the current trend in many school districts to reduce or eliminate counseling staffs. To do so, however, would be to ignore how very complicated our system of postsecondary opportunities has become and to deny the importance of affecting the process by which students are informed of and programmed into (or out of) those opportunities. Though the state has recently recognized the need in ths area by incorporating additional counseling resources into the SB 813 reform package, we are concerned that, by focusing on grade 10, this provision will merely reinforce existing college-going patterns. If, on the other hand, additional resources were provided in grades 7-9—the period during which the curriculum begins to branch—there would be a greater opportunity to change current patterns. Moreover, we believe that the entire training process for counselors should be reexamined, as should the ways in which schools program students into different curricular paths.

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